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SESSIONAL PAPERS

VOLUME 18

FOURTH SESSION OF THE TENTH PARLIAMENT

OF THE

DOMINION OF CANADA

SESSION 1907-8

VOLUME XLII

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(This volume is bound in two parts.)

1. Report of the Auditor General for the nine months ended 31st March, 1907. Partial report presented 28th November, 1907, by Hon. W. S. Fielding; also 2nd December and 17th December .. ..*Printed for both distribution and sessional papers.*

CONTENTS OF VOLUME 2.

2. Public Accounts of Canada, for the fiscal period of nine months ended 31st March, 1907. Presented 28th November, 1907, by Hon. W. S. Fielding.
Printed for both distribution and sessional papers.

3. Estimates of the sums required for the services of Canada for the year ending 31st March, 1909. Presented 11th December, 1907, by Hon. W. S. Fielding.
Printed for both distribution and sessional papers.

3*a*. Further Supplementary Estimates for the year ending 31st March, 1909. Presented 9th July, 1908, by Hon. W. S. Fielding...*Printed for both distribution and sessional papers.*

4. Supplementary Estimates for the twelve months ending 31st March, 1908. Presented 3rd February, 1908, by Hon. W. S. Fielding.
Printed for both distribution and sessional papers.

4*a*. Supplementary Estimates for the year ended 31st March, 1908. Presented 16th March, 1908, by Hon. W. S. Fielding... .. ..*Printed for both distribution and sessional papers.*

5. (No issue.)

6. List of Shareholders in the Chartered Banks of Canada, as on the 31st December, 1907. Presented 8th May, 1908, by Hon. S. A. Fisher.
Printed for both distribution and sessional papers.

CONTENTS OF VOLUME 3.

7. Report of dividends remaining unpaid, unclaimed balances and unpaid drafts and bills of exchange in Chartered Banks of Canada, for five years and upwards, prior to 31st December, 1907. Presented 29th June, 1908, by Hon. W. S. Fielding.
Printed for both distribution and sessional papers.

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8. Report of the Superintendent of Insurance for the year ended 31st December, 1907.
Printed for both distribution and sessional papers.

9. Abstract of Statements of Insurance Companies in Canada, for the year ended 31st December, 1907. Presented 14th May, 1908, by Hon. W. S. Fielding.
Printed for both distribution and sessional papers.

CONTENTS OF VOLUME 5.

10. Report of the Department of Trade and Commerce, for the fiscal year (nine months) ended 31st March, 1907. Part I.—Canadian Trade. Presented 29th November, 1907, by Hon. W. S. Fielding. Part II.—Trade of Foreign Countries and Treaties and Conventions. Presented 11th March, by Hon. W. Paterson.

Printed for both distribution and sessional papers.

CONTENTS OF VOLUME 6.

10*a*. Convention respecting the Commercial Relations between France and Canada, entered into at Paris on the 19th day of September, 1907, between His Majesty and the President of the French Republic. Presented 28th November, 1907, by Hon. W. S. Fielding.

Printed for both distribution and sessional papers.

10*b*. Correspondence and memoranda in connection with the Convention of 1907, respecting the commercial relations between France and Canada. Presented 9th January, 1908, by Hon. W. S. Fielding.. .. ..*Printed for both distribution and sessional papers.*

10*c*. Supplement to Report of Department of Trade and Commerce, with statistics showing steamship traffic, &c. Presented 17th March, 1908, by Sir Wilfrid Laurier.

Printed for both distribution and sessional papers.

11. Tables of the Trade and Navigation of Canada, for the nine months of the fiscal year ended 31st March, 1907. Presented 2nd December, 1907, by Hon. W. Paterson.

Printed for both distribution and sessional papers.

CONTENTS OF VOLUME 7.

12. Inland Revenues of Canada. Excise, &c., for the nine months ended 31st March, 1907. Presented 28th November, 1907, by Hon. W. Templeman.

Printed for both distribution and sessional papers.

13. Inspection of Weights, Measures, Gas and Electric Light, for the nine months ended 31st March, 1907. Presented 28th November, 1907, by Hon. W. Templeman.

Printed for both distribution and sessional papers.

14. Report on Adulteration of Food, for the nine months ended 31st March, 1907. Presented 28th November, 1907, by Hon. W. Templeman.

Printed for both distribution and sessional papers.

15. Report of the Minister of Agriculture, for the year ended 31st March, 1907. Presented 2nd December, 1907, by Hon. S. A. Fisher.

Printed for both distribution and sessional papers.

15*a*. Report of the Dairy and Cold Storage Commissioner for the year ending 31st March, 1907. Presented 10th February, 1908, by Sir Wilfrid Laurier.

Printed for both distribution and sessional papers.

CONTENTS OF VOLUME 8.

16. Report of the Directors and Officers of the Experimental Farms for 1906. Presented 10th January, 1908, by Hon. S. A. Fisher.

Printed for both distribution and sessional papers.

17. Criminal Statistics for the year ended 30th September, 1907.

Printed for both distribution and sessional papers.

17*a*. Census of Population and Agriculture of the Northwest Provinces: Manitoba, Saskatchewan and Alberta, 1906. Presented 18th February, 1908, by Hon. S. A. Fisher. *See 17a, 1907.*

17*b*. Return of By-Elections for the House of Commons of Canada, held during the year 1907. Presented 6th March, 1908, by Sir Wilfrid Laurier.

Printed for both distribution and sessional papers.

18. Canadian Archives. *See No. 15, page lv.*

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19. Report of the Minister of Public Works, for the fiscal period ended 31st March, 1907. Presented 2nd December. 1907, by Hon. W. Pugsley.

Printed for both distribution and sessional papers.

19a. Georgian Bay Ship Canal Survey. Report on the Precise Levelling; from 1904 to 1907. Published by the Department of Public Works.

Printed for both distribution and sessional papers.

19*b*. Progress Report of the International Waterways Commission. Supplementary Report to 31st December, 1907. Presented 5th June, 1908, by Sir Wilfrid Laurier.

Printed for both distribution and sessional papers.

19*c*. Supplementary Report of the International Waterways Commission, 1908.

Printed for both distribution and sessional papers.

20. Report of the Department of Railways and Canals, for the fiscal period from 1st July, 1906, to 31st March, 1907. Presented 29th November, 1907, by Hon. G. P. Graham.

Printed for both distribution and sessional papers.

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20*a*. Canal Statistics for the season of navigation, 1906.

Printed for both distribution and sessional papers.

20*b*. Railway Statistics of Canada for the year ended 30th June, 1907. Presented 16th January, 1908, by Hon. G. P. Graham.*Printed for both distribution and sessional papers.*

20*c*. Second Report of the Board of Railway Commissioners for Canada, 1st April, 1906, to , 31st March, 1907. Presented 29th November, 1907, by Hon. G. P. Graham.

Printed for both distribution and sessional papers.

21. Report of the Department of Marine and Fisheries (Marine) for 1907. Presented 18th December, 1907, by Hon. L. P. Brodeur.

Printed for both distribution and sessional papers.

21*a*. Seventh Report of the Geographic Board of Canada, 1907-8.

Printed for both distribution and sessional papers.

21*b*. List of Shipping issued by the Department of Marine and Fisheries, being a list of vessels on the registry books of Canada, on the 31st December, 1907. Presented 24th June, 1908, by Hon. L. P. Brodeur...*Printed for both distribution and sessional papers.*

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21*c*. Report on British and Continental Ports, with a view to the development of the port of Montreal and Canadian transportation.

Printed for both distribution and sessional papers.

22. Report of the Department of Marine and Fisheries (Fisheries) for 1907. Presented 18th December, 1907, by Hon. L. P. Brodeur.

Printed for both distribution and sessional papers.

23. Report of the Harbour Commissioners. &c.

Printed for both distribution and sessional papers.

23*a*. Report of the Chairman of the Board of Steamboat Inspection, 1907. Presented 27th February, 1908, by Hon. L. P. Brodeur.

Printed for both distribution and sessional papers.

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24. Report of the Postmaster General, for the nine months ended 31st March, 1907. Presented 3rd December, 1907, by Sir Wilfrid Laurier.

Printed for both distribution and sessional papers.

25. Report of the Department of the Interior, for the fiscal period from 1st July, 1906, to 31st March, 1907. Presented 29th November, 1907, by Hon. F. Oliver.

Printed for both distribution and sessional papers.

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25*a*. (1906) Report of the Chief Astronomer for the year ended 30th June, 1906. Presented 17th December, 1907, by Hon. F. Oliver...*Printed for both distribution and sessional papers.*

25*a*. (1907) Report of the Chief Astronomer for the nine months ending 31st March, 1907.
Printed for both distribution and sessional papers.

25*b*. Annual Report of the Topographical Surveys Branch (Department of the Interior) 1906-7. Presented 8th June, 1908, by Hon. F. Oliver.
Printed for both distribution and sessional papers.

25*c*. Report of the Commissioner of the Yukon Territory, for the year ended 31st March, 1908.... .. ..*Printed for both distribution and sessional papers.*

25*d*. Correspondence and papers relating to Seed Grain in Saskatchewan and Alberta. Presented 18th July, 1908, by Hon. F. Oliver.
Printed for both distribution and sessional papers.

26. Summary Report of the Department of Mines (Geological Survey), for the calendar year 1907. Presented 16th January, 1908, by Hon. W. Templeman.
Printed for both distribution and sessional papers.

26*a*. Summary Report of the Mines Branch of the Department of Mines, for the fiscal year 1907-8. Presented 17th July, 1908, by Hon. W. Templeman.
Printed for both distribution and sessional papers.

26*b*. Annual Report on the Mineral Production in Canada, during the calendar year 1906.
Printed for both distribution and sessional papers.

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27. Report of the Department of Indian Affairs, for the year ended 31st March, 1907. Presented 29th November, 1907, by Hon. F. Oliver.
Printed for both distribution and sessional papers.

28. Report of the Royal Northwest Mounted Police, 1907. Presented 29th January, 1908, by Sir Wilfrid Laurier... .. ..*Printed for both distribution and sessional papers.*

29. Report of the Secretary of State of Canada, for the year 1907.
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29*a*. Report of the Royal Commission on the Civil Service, with appendices and evidence taken before the Commissioners. Presented 26th March, 1908, by Hon. W. S. Fielding, also Analytical Index of evidence and memorials.
Printed for both distribution and sessional papers.

CONTENTS OF VOLUME 16.

29*a*. Report of the Royal Commission on the Civil Service. *Continued.*

30. Civil Service List of Canada, 1907. Presented 3rd December, 1907, by Sir Wilfrid Laurier.
Printed for both distribution and sessional papers.

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31. Report of the Board of Civil Service Examiners, for the year ended 31st December, 1907. Presented 8th May, 1908, by Hon. S. A. Fisher.
Printed for both distribution and sessional papers.

32. Annual Report of the Department of Public Printing and Stationery, 1907. Presented 11th May, 1908, by Hon. S. A. Fisher... ..*Printed for both distribution and sessional papers.*

33. Report of the Joint Librarians of Parliament for the year 1907. Presented 28th November, 1907, by the Hon. the Speaker... .. ..*Printed for sessional papers.*

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34. Report of the Minister of Justice as to Penitentiaries of Canada, for the nine months ended 31st March, 1907. Presented 4th December, 1907, by Hon. J. Bureau.
Printed for both distribution and sessional papers.

35. Annual Report of the Militia Council of Canada, 1907. (Interim Report presented 6th March, 1908.).. .. ..*Printed for both distribution and sessional papers.*

36. Report of the Department of Labour, for the nine months ended 31st March, 1907. Presented 18th December, 1907, by Sir Wilfrid Laurier.
Printed for both distribution and sessional papers.

36*a*. Report of W. L. Mackenzie King, C.M.G., Deputy Minister of Labour, on his mission to England to confer with the British authorities on the subject of immigration to Canada from the Orient, and immigration from India, in particular
Printed for both distribution and sessional papers.

36*b*. Report by W. L. Mackenzie King, C.M.G., Deputy Minister of Labour, on the need for the suppression of the opium traffic in Canada. Presented 3rd July, 1908, by Hon. R. Lemieux.. .. ..*Printed for both distribution and sessional papers.*

36*c*. Return to an address of the Senate, dated 16th July, for all correspondence, reports, memorials and protests forwarded to the Government in connection with the opium trade in Canada, whether asking for the suppression of said trade or otherwise. Presented 18th July, 1908.—*Hon. Sir Mackenzie Bowell*... .. ..*Not printed.*

37. Minutes of proceedings of the Board of Internal Economy of the House of Commons, pursuant to Rule of the House, number 9. Presented 2nd December, 1907, by the Hon. The Speaker.. .. ..*Not printed.*

37*a*. Return to an order of the House of Commons, dated 10th February, 1908. Minutes of proceedings of the Board of Internal Economy of the House of Commons from 1st January, 1902, to 1st January, 1906. Presented 6th March, 1908.—*Mr. Roche (Marquette).*
Not printed.

38. A copy of the new rules of the Supreme Court of Canada, promulgated on the 19th day of June, 1907. Presented 28th November, 1907, by the Hon. The Speaker.....*Not printed.*

38*a*. Rules and orders of the Supreme Court of Judicature for Ontario, passed on the 27th March, 1908, under the power conferred by the Criminal Code. Presented 12th May, 1908, by Hon. A. B. Aylesworth.. .. ..*Not printed.*

39. Return to an order of the House of Commons, dated 6th July, 1908, showing the length of the National Transcontinental Railway from Moncton, New Brunswick, to Prince Rupert, in the province of British Columbia, and the estimated cost of the same. Presented 6th July, 1908.—*Hon. G. P. Graham*.. .. ..*Not printed.*

39*a*. Report of the Commissioners of the Transcontinental Railway for the fiscal period ending 31st March, 1907. Presented 29th November, 1907, by Hon. G. P. Graham.
Printed for both distribution and sessional papers.

39*b*. Supplementary return to an order of the House of Commons, dated 12th December, 1907, showing: 1. The estimated quantities used by the Transcontinental Railway Commission for arriving at the moneyed values of the tenders for the construction of the 50 miles, more or less, from Moncton westerly; for the construction of 62 miles, more or less, from Grand Falls westerly; from the south side of the St. Lawrence river, easterly 150 miles; for the 45 miles more or less westerly from near La Tuque; and for the 150 miles easterly from near Abitibi, known as the Abitibi section. 2. The various prices which each tenderer placed opposite the several items in the schedule or form of tender. 3. The total number so ascertained of each tender. Presented 24th January, 1908. —*Mr. Schell (Glengarry)*... .. ..*Not printed.*

39*c*. Return to an order of the House of Commons, dated 8th January, 1908, for a copy of all tenders received up to date (30th November, 1907) by, and now under contract to, the commission appointed for the construction of that portion of the line of the

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Transcontinental Railway between the city of Winnipeg, in the province of Manitoba, and the city of Moncton, in the province of New Brunswick; that such copy or return shall contain (1) signatures attached to the tenders; (2) the total amount of each tender as "moneyed out" by the said commission; (3) the quantity of each class or kind of material as used by the said commission in figuring out the cost; (4) the price per unit of prices submitted by those who responded to the invitation for tenders; and (5) the total cost of each item in the schedule, which, added together, gives the grand total cost of each undertaking tendered for. Presented 24th January, 1908.—*Mr. Taylor*.. .. ..*Not printed.*

39*d*. Return to an order of the House of Commons, dated 29th January, 1908, showing to whom, and when, the National Transcontinental Railway Commission awarded contracts for the transportation of supplies, on District E, between the following points, namely:—(*a*)Grassett to Cache 9, (b)Montizambert to New Cache 9 A, on Negogami river; (*c*)Jackfish to Caches 10, 11 A, and 12 (*d*)Nipigon to Caches 12 A, 13, 14, 15, Ombabika and Wabinosh warehouses and Cache 16, on District F; the distances in each contract, the contract rate and terms; the amounts that have been paid to date on each contract; who erected the cache and dwelling house at the line crossing on Kebinakagami river; also the new buildings at line crossing of Negogami river, and the warehouses at Jackfish; the cost of these buildings, respectively; and if tenders were invited for above transportation and building contracts. Presented 6th February, 1908.—*Mr. Boyce*. *Not printed.*

39*e*. Return to an order of the House of Commons, dated 3rd February, 1908, for a copy of the clauses and conditions, regulations and specifications contained in the contracts, in virtue of which the National Transcontinental Railway is being built, and that are for the purpose of safeguarding, securing and guaranteeing the suppliers of the contractors, to whom the work of construction has been accorded, the payment of their claims against the said contractors; likewise a list of the contracts signed, up to the present, in which appear the said clauses guaranteeing or securing the said suppliers the payment of their said bills or claims. Presented 13th February, 1908.—*Mr. Morin*. *Not printed.*

39*f*. Return (in part) to an Address of the House of Commons, dated 23rd March, 1908, for a copy of all orders in council, reports, surveys, contracts, tenders, agreements, books, memoranda, documents, and papers of every kind, showing, relating to, or concerning the length of the National Transcontinental Railway from (*a*) Winnipeg to Quebec, (*b*)Quebec to Moncton, and the estimated or probable average cost per mile of the same, and all other information relating to the total cost or the cost per mile of the said railway. Presented 21st April, 1908.—*Mr. Borden (Carleton)*.. .. ..*Not printed.*

39*g*. Letters from the chairman of the Board of Commissioners of the Transcontinental Railway, the chief engineer and others, in connection with certain allegations made by Major A. E. Hodgins, late district engineer of Section F, Transcontinental Railway. Presented 24th April, 1908, by Sir Wilfrid Laurier.. .. ..*Not printed.*

39*h*. Copy of the commission appointing Lucien Pacaud, Esquire, of the city of Quebec, as police magistrate, to carry out the law against the sale of intoxicating liquors within certain limits, along the line of the eastern extension of the Transcontinental Railway. Presented 8th May, 1908, by Hon. A. B. Aylesworth.. .. ..*Not printed.*

39*i*. Return to an order of the Senate, dated 1st April, 1908, based on the records in the offices of the Railway Commission, showing the total number of persons killed or injured by being struck by engines or trains on highway crossings, said return to show the number of persons so killed or injured on the lines of each railway company separately for the years ending 31st March, 1905, 1906 and 1907, such return to include all persons killed or injured as above described irrespective of any contention of the railway companies or opinion of the officers of the Railway Commission as to the legal rights of the said persons to use the highway crossing at the time of the accidents. Presented 12th May, 1908.—*Hon. Mr. McKay (Truro)*... .. .. *Not printed.*

CONTENTS OF VOLUME 17—*Continued.*

39*j*. Return to an order of the Senate, dated 9th April, 1908, giving a list of all railways in Canada which are not under the control or jurisdiction of the Board of Railway Commissioners; and stating in each case the reason why the railway is not controlled by the commission. Presented 12th May, 1908.—*Hon. Mr. McKay (Truro)*.....*Not printed.*

39*k*. Return (in part) to an order of the Senate, dated 27th March, 1908, showing, separately, the highway crossings at rail level on all railways, except railways under construction, within the jurisdiction of the Railway Commission in respect of which highway crossings, protection has been ordered by the board since its organization, said return to give the character of the protection ordered in each case, the name of the railway company, the local designation of each highway crossing, and the county and province in which it is situated, and the date of the order and regulation in respect thereof; also a similar return giving the highway crossings ordered to be protected by the proper authority in each case on all railways not under the control of the board, including the Intercolonial Railway, and including orders made regarding railways under construction; also a similar return respecting all highway crossings, which had orders and regulations in respect to them in force, on the 1st day of February, 1904. Presented 18th July, 1908.—*Hon. Mr. Ferguson*.. .. ..*Not printed.*

39*l*. Supplementary Return to No. 39*k*. Presented 4th June, 1908... .. ..*Not printed.*

40. Ordinances of the Yukon Territory passed by the Yukon Council in the year 1907. Presented 3rd December, 1907, by Sir Wilfrid Laurier.. .. ..*Not printed.*

41. General Orders issued to the militia between 2nd November, 1906, and 1st November, 1907. Presented 9th December, 1907, by Sir Frederick Borden.. .. ..*Not printed.*

41*a*. Dress Regulations for the Canadian militia, 1907. Presented 9th December, 1907, by Sir Frederick Borden.. .. ..*Not printed.*

42. Ross Rifle Hand-book, 1907. Presented 9th December, 1907, by Sir Frederick Borden. *Not printed.*

43. Return under chapter 125 (R.S.C.), 1906, intituled: "An Act respecting Trades Unions," submitted to Parliament in accordance with section 33 of the said Act. Presented 9th December, 1907, by Sir Wilfrid Laurier.. .. ..*Not printed.*

44. A detailed statement of all bonds or securities registered in the Department of the Secretary of State of Canada, since last return, 4th December, 1906, submitted to the Parliament of Canada under section 32, chapter 19, of the Revised Statutes of Canada, 1906. Presented 9th December, 1907, by Sir Wilfrid Laurier.. .. ..*Not printed.*

45. Return (in so far as the Department of the Interior is concerned) of copies of all orders in council, plans, papers, and correspondence which are required to be presented to the House of Commons, under a resolution passed on 20th February, 1882, since the date of the last return, under such resolution. Presented 11th December, 1907, by Hon. F. Oliver... .. ..*Not printed.*

46. Return of orders in council which have been published in the *Canada Gazette* and in the *British Columbia Gazette*, between 1st December, 1906, and 1st December, 1907, in accordance with provisions of subsection *(d)* of section 38 of the regulations for the survey, administration, disposal and management of Dominion lands within the 40-mile railway belt in the province of British Columbia. Presented 11th December, 1907, by Hon. F. Oliver.. .. ..*Not printed.*

47. Return of orders in council which have been published in the *Canada Gazette* between 1st December, 1906, and 1st December, 1907, in accordance with the provisions of section 8 of chapter 55 of the Revised Statutes of Canada, 1906. Presented 11th December, 1907, by Hon. F. Oliver.. .. ..*Not printed.*

48. Statement of expenditure on account of miscellaneous unforeseen expenses from the 1st April, 1907, to the 28th November, 1907, in accordance with the Appropriation Act of 1907. Presented 11th December, 1907, by Hon. W. S. Fielding.. . . . . ..*Not printed.*

CONTENTS OF VOLUME 17—*Continued.*

49. Statement in pursuance of section 17 of the Civil Service Insurance Act, for the nine months ending 31st March, 1907. Presented 11th December, 1907, by Hon. W. S. Fielding.. .. ..*Not printed.*

50. Statement of Governor General's Warrants issued since the last session of parliament, on account of the fiscal year 1907-8. Presented 11th December, 1907, by Hon. W. S. Fielding. *Not printed.*

51. Statement of superannuations and retiring allowances in the civil service during the year ended 31st December, 1907, showing name, rank, salary, service, allowance and cause of retirement of each person superannuated or retired, also whether vacancy filled by promotion or by new appointment, and salary of any new appointee. Presented 11th December, 1907. by Hon. W. S. Fielding.. .. ..*Not printed.*

52. Return to an address of the House of Commons, dated 11th December, 1907, showing: 1. The names (*a*) of members of parliament and (*b*) ex-members of parliament who have been appointed to the Senate by the present administration, distinguishing between classes (*a*) and (*b*), giving the date of retirement in class (*b*) and date of appointment in all cases. 2. The names of members of parliament and of ex-members of parliament appointed to offices of emolument under the Crown by the present administration, distinguishing between the two classes and giving dates as in paragraph one mentioned. 3. The names of senators and ex-senators appointed to offices of emolument under the Crown by the present administration, distinguishing between the two classes and giving dates as in paragraph one mentioned. Presented 12th December, 1907.—*Mr. Lennox*.. .. ..*Not printed.*

53. Exchequer Court rules (amended), general order of the 12th September, 1907. Presented 12th December, 1907, by Sir Wilfrid Laurier.. .. ..*Not printed.*

54. Copy of articles of convention of the 21st August, 1906, between the United States and Great Britain, as to the demarcation of the boundary line between Alaska in the United States and the British possessions in North America. Presented 16th December, 1907, by Hon F. Oliver.. .. ..*Printed for sessional papers.*

54*a*. Copy of a treaty between Great Britain and the United States providing for the more complete definition and demarcation of the international boundary between the Dominion of Canada and the United States, signed at Washington on 11th April, 1908. Presented 19th May, 1908, by Sir Wilfrid Laurier. *Printed for both distribution and sessional papers.*

54*b*. Correspondence, orders in council and despatches in connection with the negotiation of a treaty between Great Britain and the United States for the definition and demarcation of the international boundary between Canada and the United States. Presented 4th June, 1908, by Sir Wilfrid Laurier...*Printed for both distribution and sessional papers.*

55. Report of the investigation held last winter by Augustus Power, K.C., of the Justice Department, in respect of Mr. F. T. Congdon. Presented 16th December, 1907, by Hon. F. Oliver.. .. ..*Not printed.*

55*a*. (1) Return to an order of the House of Commons, dated 13th January, 1908, showing all correspondence, petitions, statements, reports and papers having any relation to the claim of Mrs. Louise F. Wiley, and her infant daughter, concerning certain mining claims held by her husband in the Yukon, and which on his death without will are allowed to have gone into the possession or trusteeship of Frederick Tennyson Congdon, then public administrator in the Yukon, under appointment of the Dominion government, and all correspondence, reports, and papers, bearing upon Mr. Congdon's examination, defence and connection therewith. Presented 24th February, 1908. *Mr. Foster.* *Not printed.*

55*a*. (2) Return to an address of the House of Commons, dated 22nd January, 1908, for a copy of all orders in council, correspondence, reports, memoranda, evidence and other documents and papers of every description relating to the estate of the late Orren

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Leonard Wiley, or to the claim of Louise F. Wiley, or of her infant daughter, against the government or against Frederick T. Congdon as public administrator of the Yukon Territory, or otherwise as an official of the government, or to any charges against the said Frederick T. Congdon as public administrator or otherwise as an official or employee of this government; excluding therefrom, however, any papers relating to the subjects which may be included in return ordered on the 13th instant, on motion of the honourable member for North Toronto. Presented 24th February, 1908.—*Mr. Foster.*
Not printed.

55*b*. Return to an address of the House of Commons, dated 29th January, 1908, for a copy of all orders in council, correspondence, evidence, memoranda and other documents and papers of every description, relating to or touching the conduct of all persons who have acted as public administrator in the Yukon Territory, or who have had charge or control by reason of their official position, of the estate of deceased persons in the Yukon Territory. And a copy of all such documents and papers aforesaid as set forth and describe the action, if any, of the government in respect of any claims, charges or proposed proceedings against any such official in respect of his duties, acts or dealings as public administrator. Presented 24th February, 1908.—*Mr. Lennox....Not printed.*

55*c*. Return to an order of the House of Commons, dated 13th January, 1908, for a copy of all telegrams, affidavits, papers sent by and all correspondence had with Rev. John Pringle, presently of the Yukon, in connection with the condition of public matters therein and with public officials thereof, and especially in reference to one Frederick Tennyson Congdon, at one time commissioner of the Yukon, and one Girouard, registrar, and one Lithgow, controller and member of the Yukon Council and in particular letters sent by Rev. John Pringle, on or about January, 1902, and in or about January, 1905, and on or about 31st July, 1907, to the premier of Canada, and other ministers, detailing the condition of public matters in the Yukon and the replies thereto. Also showing what action, if any, was taken by the government in relation to the matters dealt with therein and the reports of any commissioner appointed to investigate the charges or any part of them. Presented 2nd March, 1908.—*Mr. Foster.. .. ..Not printed.*

55*d*. Return to an order of the House of Commons, dated 20th January, 1908 for a copy of all correspondence relating to the morality of the Yukon. Presented 11th March, 1908.—*Mr. Thompson.. .. ..Not printed.*

55*e*. Return to an order of the House of Commons, dated 10th February, 1908, showing the parties to whom were made the original grants from the Crown of the lands comprised within the limits of the town of Whitehorse, Yukon Territory, and any assignments made thereof, with names of parties, dates, and consideration therefor. Presented 16th March, 1908.—*Mr. Foster.. .. ..Not printed.*

55*f*. Supplementary return to an order of the House of Commons, dated 13th January, 1908, for a copy of all telegrams, affidavits, papers sent by and all correspondence had with Reverend John Pringle, presently of the Yukon, in connection with the condition of public matters therein and with public officials thereof, and especially in reference to one Frederick Tennyson Congdon, at one time commissioner of the Yukon, and one Girouard, registrar, and one Lithgow, controller and member of the Yukon Council; and in particular letters sent by Reverend John Pringle, on or about January, 1902, and in or about January, 1905, and on or about 31st July, 1907, to the Premier of Canada and other ministers, detailing the condition of public matters in the Yukon and the replies thereto; also showing what action, if any, was taken by the government in relation to the matters dealt with therein and the reports of any commissioner appointed to investigate the charges or any part of them. Presented 7th April, 1908.—*Mr. Foster.. .. ..Not printed.*

CONTENTS OF VOLUME 17—*Concluded.*

55*g*. Return to an order of the House of Commons, dated 18th February, 1907, for a copy of all letters, memorials, telegrams, petitions, resolutions and other communications, documents and papers from any person or persons in the Yukon to the Prime Minister or to the government, or any member or official of the government, respecting the official acts or conduct of Mr. W. W. B. McInnes as commissioner of the Yukon; including any petition asking for the removal of Mr. McInnes from his position as commissioner. Presented 7th April, 1908—*Mr. White*. .. ..*Not printed.*

55*h*. Return to an order of the House of Commons, dated 13th January, 1908, for a copy of the report made by Mr. Beddoe upon the condition of the books, accounts, &c., of the financial administration of the Yukon, and especially with reference to the condition in the public administrator's office. Presented 21st April, 1908.—*Mr Foster.*

Not printed.

55*i*. Return to an address of the House of Commons, dated 30th March, 1908, for a copy of all orders in council, reports, correspondence, documents, and papers relating to the appointment of Mr. W. H. P. Clement as legal adviser to the council of the Yukon Territory, or as public administrator in the Yukon Territory, or to any other office of emolument in the Yukon Territory, or relating to the resignation of the said W. H. P. Clement from any such office, or relating to the circumstances under which and reasons for which the said W. H. P. Clement ceased to act as such legal adviser, public administrator or in any other such capacity. Presented 7th May, 1908.—*Mr. Sproule.*

Not printed.

56. Statement of expenditure as to bounty to deep-sea fishermen, for the year 1906-7. Presented 18th December, 1907, by Hon. L. P. Brodeur.. .. ..*Not printed.*

56*a*. Return to an order of the House of Commons, dated 13th January, 1908, showing the names and residences of all fishermen in the county of Cape Breton to whom fishing bounties were paid between 31st December, 1905, and 1st January, 1908, together with a statement of the amount paid to each person, the date on which it was paid, and the name of the officer or person by whom the sum was paid. Presented 11th February, 1908.—*Mr. Borden (Carleton)*... .. ..*Not printed.*

56*b*. Supplementary return to No. 56*a*. Presented 13th July, 1908.. .. ..*Not printed.*

57. Correspondence and instructions with regard to the Lord's Day Act in its application to the Yukon Territory. Presented 18th December, 1907, by Hon. A. B. Aylesworth.

Not printed.

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58. Minutes of Proceedings of the Colonial Conference held at the Colonial Office, Downing Street, London, from the 15th April to the 14th May, 1907. Presented 22nd May, 1908, by Sir Wilfrid Laurier.... .. ..*Printed for both distribution and sessional papers.*

59. Report of the Royal Commission on the Grain Trade of Canada. Presented 8th January, 1908, by Hon. F. Oliver.... .. ..*Printed for both distribution and sessional papers.*

60. Return to an order of the House of Commons, dated 18th December, 1907, for a copy of the report of the Honourable Justice James Henry Madden, appointed by order in council, 15th May, 1907, to investigate and report upon the matter of arrears for rentals on certain leases at Dunnville, Welland Canal feeder. Presented 9th January, 1908.

Mr. Lalor... .. ..*Not printed.*

61. Return to an address of the House of Commons, dated 11th December, 1907, for a copy of all correspondence, petitions, statements, papers, orders in council, and proclamations respecting the setting out of limits for prohibition of the sale of liquors along the line of the Grand Trunk Pacific under the Public Works Construction Act. Presented 9th January, 1908.—*Mr. Foster*.... .. ..*Not printed.*

61*a*. Supplementary return to No. 61. Presented 27th January, 1908.. .. ..*Not printed.*

CONTENTS OF VOLUME 18—*Continued.*

62. Return to an order of the House of Commons, dated 11th December, 1907, for a copy of all correspondence, documents, papers, memoranda, and reports, relating to the retirement, resignation, or dismissal of Mr. Hodgins, C.E., from the service of the National Transcontinental Railway Commission, and the grounds or reasons therefor. Presented 9th January, 1908.—*Mr. Borden (Carleton)*.. .. ..*Not printed.*

62*a*. Return to an order of the House of Commons, dated 18th December, 1907, showing what changes, if any, have been made in the National Transcontinental Railway Commission's engineering staff during the current calendar year. Presented 9th January, 1908.—*Mr. Macdonell*.. .. . .*Not printed.*

62*b*. Return to an order of the House of Commons, dated 12th December, 1907, showing: 1. The estimated quantities used by the Transcontinental Railway Commission for arriving at the moneyed values of the tenders for the construction of the 50 miles, more or less, from Moncton westerly; for the construction of 62 miles, more or less, from Grand Falls westerly; from the south side of the St. Lawrence river, easterly 150 miles; for the 45 miles more or less westerly from near La Tuque; and for the 150 miles easterly from near Abitibi, known as the Abitibi section. 2. The various prices which each tenderer placed opposite the several items in the schedule or form of tender. 3. The total amount so ascertained of each tender. Presented 9th January, 1908.—*Mr. Schell (Glengarry). See also 39b*.. .. ..*Not printed.*

63. Return to an address of the House of Commons, dated 11th December, 1907, for a copy of all orders in council, correspondence, reports, opinions of the Department of Justice, memoranda, papers and documents; also of all plans or route maps relating to the proposed new eastern entrance of the Grand Trunk Railway Company into the city of Toronto. Presented 9th January, 1908.—*Mr. Macdonell*.. .. ..*Not printed.*

64. Return to an order of the House of Commons, dated 11th December, 1907, for a copy of all writs, forms and instructions issued and used in and for the purposes of the several elections for Dominion constituencies in the year 1907. Presented 9th January, 1908.—*Mr. Barker*.. .. ..*Not printed.*

65. Return to an address of the House of Commons, dated 11th December, 1907, for a copy of the order in council appointing Honourable J. A. Ouimet as judge of the Court of the King's Bench, as well as a copy of all correspondence, reports, medical certificates and order in council concerning his being pensioned. Presented 9th January, 1908.—*Mr. Lanctot (Laprairie-Napierville)*.. .. ..*Not printed.*

66. The Canada Year Book, 1906. Presented 10th January, 1908, by Hon. S. A. Fisher.
Printed separately.

67. Report of the Commissioner, Dominion Police Force, for the year 1907. Presented 13th January, 1908, by Hon. A. B. Aylesworth.. .. ..*Not printed.*

68. Return to an order of the House of Commons, dated 11th December, 1907, showing: 1. The number of officials of the government, civil or military, or officers of the active militia who perform services in any way connected with the manufacture of rifles for the government by the Ross Rifle Company. 2. Their names, ranks, and duties, and the amount of their individual salary or remuneration. 3. The total amount, (apart from contract cost of rifle), or expenditure by the government with the Ross Rifle Company, including any bonus, loans, inspections, cost of testing, commissions, or expenditure of any kind, with the individual amounts. Presented 16th January, 1908.—*Mr. Worthington*.. .. ..*Not printed.*

68*a*. Return to an order of the House of Commons, dated 11th December, 1907, showing reports of commissions, boards of inquiry, inspections, reports of industrial officers, to the government or any member thereof, including reports from the comptroller, commissioner, or any officer, or member of the Northwest Mounted Police, the Dominion Rifle Association, or any member thereof, or any rifle association or club, or any

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member thereof, or to the commandant, or any member of the Bisley team, regarding the efficiency of the Ross rifle, to date. Presented 9th April, 1908.—*Mr. Worthington.*
Not printed.

68*b*. Return to an order of the House of Commons, dated 11th March, 1908, for a copy of all correspondence between the government or any department thereof, and the Ross Rifle Company, or any representative thereof, or between the government and any bank or other institution which has made advances under the contract between the government and the said company, or any representative of such bank or institution, relating to the accounts and financial or other affairs of the Ross Rifle Company, including any letters or correspondence from any official of the Bank of Montreal to the Auditor General. Presented 9th April, 1908.—*Mr. Worthington*.. .. ..*Not printed.*

68*c*. Return to an address of the House of Commons, dated 18th March, 1908, for a copy of all correspondence, reports, communications and other papers and documents of every kind and description not already brought down, relative to the rifle known as the Ross rifle, or to the contract between the government and any person or corporation with respect to the said rifle, or to the value or efficiency thereof, or to any alleged defects therein; also a copy of all letters, telegrams, despatches, reports, and other communications of every kind from the British government or any member or official thereof, or from the War Office, or Secretary of State for War, or any officer or official or person employed by or in the service of the British government, to the Governor General of Canada, or to the government of Canada, or to the Minister of Militia, or to any officer or official or person in the public service of Canada, relative to the said rifle, or to the value or efficiency of the said rifle or any defects therein, or any matter or thing connected therewith. Presented 9th April, 1908.—*Mr. Worthington.*
Not printed

68*d*. Return to an address of the House of Commons, dated 11th December, 1907, for a copy of all contracts between the Ross Rifle Company and the government, or the Department of Militia, for the supply of rifles, ammunition and other articles, and all orders in council, correspondence, reports ,documents and papers, relating to such contracts, and the subject-matter thereof, and to the operations of the company, and to its dealings with the government, or any of the departments, including the Department of Customs, and the Bank of Montreal, or any banking institutions. Presented 9th April, 1908.—*Mr. Worthington*.. .. ..*Not printed.*

69. Return of lands sold by the Canadian Pacific Railway Company, from the 1st October, 1906, to the 1st October, 1907. Presented 13th January, 1908, by Hon. F. Oliver.
Not printed.

70. Report of the Ottawa Improvement Commission for the nine months ended the 31st March, 1907. Presented 13th January, 1908, by Hon. W. S. Fielding.
Printed for sessional papers.

71. Return to an order of the House of Commons, dated 11th December, 1907, showing: 1. How much money has been expended to date on the Royal Mint, for construction and equipment, respectively. 2. The sums required to complete on both accounts. 3. The officers and employees, and at what yearly salaries, are required to man the institution. 4. The face value of copper and silver and gold coinage obtained by the government per year for the last ten years, and what it has cost the government therefor. 5. The total profit on coinage in the ten years. 6. The amount of coinage it is in contemplation to issue in 1908, and in what denominations. 7. Who is to make the purchases and fix the price of bullion necessary for the use of the Mint. 8. Upon what system the officers and employees of the Mint are appointed, promoted and dismissed. Presented 13th January, 1908.—*Mr. Foster*.. .. ..*Not printed.*

CONTENTS OF VOLUME 18—*Continued.*

72. Supplementary return to an address of the House of Commons, dated 10th December, 1906, for a copy of all orders in council, correspondence, and all other papers, relating to the Standard Chemical Company (Limited), or Pevelan & Co., in its dealings with the Customs and Inland Revenue Departments from the date of the incorporation of the said company to the present date. Presented 16th January, 1908.—*Mr. Robitaille.*
Not printed.

73. Return to an order of the House of Commons, dated 11th December, 1907 showing: 1. All promotions that have been made to the rank of colonel in the active militia during the past year, with names. 2. The nature of service, merit or seniority justifying such promotions. 3. The record of war services of such officers. 4. Previous to the gazetting of such promotion the positions held by such officers on the seniority list of the colonels. 5. The number of lieut.-colonels who were outranked or superseded by such promotions, with their names and services. Presented 17th January, 1908.—*Mr. Worthington*.. .. ..*Not printed.*

74. Return to an address of the House of Commons, dated 11th December, 1907, for a copy of all orders in council, correspondence, documents and papers relating to Chinese seeking admission to the public schools of British Columbia as students, and relating to the remission of head-tax on such persons Presented 20th January 1908.—*Mr. Borden (Carleton)*.. .. ..*Not printed.*

74*a*. Report of W. L. Mackenzie King, commissioner to inquire into the methods by which oriental labourers (Japanese) have been induced to come to Canada. Presented 20th January, 1908, by Hon. R. Lemieux.. .. ..*Not printed.*

74*b*. Return to an address of the House of Commons, dated 12th December, 1907, for a copy of all correspondence between the Government of Canada and the Imperial authorities, and a copy of all correspondence between the Government of Canada, and any person or persons, and of all reports communicated to the Government in respect to the Anglo-Japanese convention regarding Canada. Presented 21st January, 1908.—*Mr. Borden (Carleton)*.... .. ..*Printed for sessional papers.*

74*c*. Supplementary return to No. 74*b*. Presented 21st January.
Printed for sessional papers.

74*d*. Supplementary return to an address of the House of Commons, dated 18th December, 1907, for a copy of all orders in council, correspondence, documents and papers, during the past ten years, relating to the immigration of Chinese and Japanese into Canada. Presented 24th February, 1908.—*Mr. Borden (Carleton)*.. .. ..*Not printed.*

74*e*. Return to an address of the House of Commons, dated 18th December, 1907, for a copy of all orders in council, correspondence, documents and papers, during the present year, relating to the immigration of Japanese into Canada. Presented 9th March, 1908.—*Mr. Borden (Carleton)*.... .. ..*Not printed.*

74*f*. Report of W. L. Mackenzie King, C.M.G., Deputy Minister of Labour, commissioner appointed to investigate into the losses sustained by the Chinese population of Vancouver, in the province of British Columbia, on the occasion of the riot in that city in September, 1907. Presented 30th June, 1908, by Hon. R. Lemieux.
Printed for both distribution and sessional papers.

74*g*. Report by W. L. Mackenzie King, C.M.G., Deputy Minister of Labour, commissioner appointed to enquire into the losses and damages sustained by the Japanese population in the city of Vancouver, in the province of British Columbia, on the occasion of riots in that city in September, 1907. Presented 30th June, 1908, by Hon. R. Lemieux.
Printed for both distribution and sessional papers.

74*h*. Report of W. L. Mackenzie King, C.M.G., commissioner appointed to enquire into methods by which Oriental labourers (Hindoo and Chinese) have been induced to come to Canada. Presented 13th July, 1908, by Hon. R. Lemieux.... .. ..*Not printed.*

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75. Return to address of the House of Commons, dated 11th December, 1907, for a copy of all correspondence, instructions or communications sent by the Government of Canada, through the Secretary of State or otherwise, to Sir Henri Joly de Lotbinière, as Lieutenant Governor of British Columbia, during the years 1905 and 1906, respectively. Presented 21st January, 1908.—*Mr. Borden (Carleton)*... .. ..*Not printed.*

76. Copy of an order in council regarding sale of a portion of Major's Hill Park, Ottawa, to the Grand Trunk Railway Company as a site for a hotel. Presented 21st January, 1908, by Hon. W. Pugsley.. .. ..*Not printed.*

77. Return to an order of the House of Commons, dated 16th December, 1907, for a copy of any declarations or affidavits made by Robert Cruickshank, or other persons in the Regina Lands district, or any other complaints in regard to alleged improper or unauthorized charges by individuals, whether in the service of the Government or not, for locating settlers on homesteads, or obtaining for them entries for homesteads, by cancellation or otherwise, together with all correspondence, reports, or other papers on the subject; also all communications, reports, correspondence, or other papers between the Department of the Interior and any of its officials and any person or persons in regard to homestead entries, cancellations, protections, inspectors' reports, &c., for the s.w. ¼ sec. 16 and the n.w. ¼ sec. 20 and the n.w. and s.w. ¼ sec 36, all in tp 14, r. 9, w. 2nd M. Presented 23rd January, 1908.—*Mr. Lake*.... .. ..*Not printed.*

78. Return to an order of the House of Commons, dated 11th December, 1907, showing how many applications were refused for permission, as granted by order in council passed on 16th May, 1906, for saw-mill owners to cut timber. Presented 23rd January, 1908. —*Mr. Roche (Marquette)*... .. ..*Not printed.*

79. Return to an order of the House of Commons, dated 11th February, 1907, showing the total expenditure each constituency, as defined prior to last Redistribution Act, the the years 1897, 1898, 1899, 1900, 1901, 1902, 1903, 1904, 1905, and 1906, for: *(a)* Harbours and rivers, including dredging, wharfs, docks, breakwaters, piers, or other improvements and repairs. *(b)* For public buildings and lands, including repairs, extensions, &c. *(c)* Maintenance and caretakers, including fuel, lights, &c. *(d)* Expenditure in connection with Intercolonial Railway, including purchase of lands, erection of buildings, repairs, &c., and improvements, and the place where spent. Presented 29th January, 1908.—*Mr. Sproule*.. .. ..*Not printed.*

80. Return to an order of the House of Commons, dated 11th December, 1907, showing a summary of stock, implements, chattels, grain, hay, roots and all other kinds of fodder, with their value, for the years ending 1st December, 1906 and 1907; also the amount paid for all kinds of live stock, their kind and number, the amount paid for all kinds of feed, giving the kind, the amount of all kinds of product sold, and their kind; the amount paid for all kinds of grain and seed for distribution for the same years, on the Central Experimental Farm, Ottawa. Presented 23rd January, 1908.- *Mr. Jackson (Elgin)*.. .. ..*Not printed.*

81. Return to an order of the House of Commons, dated 11th December, 1907, showing the number of immigrants secured and located by Mr. N. B. Miller, of the town of Napanee, in the county of Lennox and Addington, the names of such immigrant, his age, the names of the respective parties with whom they were located, also the township in which such party resides; also the amount of money received by the said N. B. Miller from the government for his services in salary, commission, or both; also the amount of moneys received by the said N. B. Miller, respectively, from residents in the said county of Lennox and Addington for his services in securing the aforesaid immigrants. Presented 23rd January, 1908.—*Mr. Wilson (Lennox and Addington)*.. .. ..*Not printed.*

81*a*. Return to an order of the House of Commons, dated 11th December, 1907, showing the number of immigrants secured and located by Mr. M. C. Dunne, of Yarker, in the county of Lennox and Addington, the names of each such immigrant, his age, the names

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of the respective parties with whom they are located, also the township in which such party resides; also the amount of money received by the said M. C. Dunne from the government for his services in salary, commission, or both; also the amount of moneys received by the said M. C. Dunne, respectively, from residents in the said county of Lennox and Addington for his services in securing the aforesaid immigrants. Presented 23rd January, 1908.—*Mr. Wilson (Lennox and Addington)*.. .. .. ..*Not printed.*

81*b*. Return to an order of the House of Commons, dated 13th January, 1908, showing list of the names of immigration agents appointed by the government in each county of the province of Ontario, the county in which each such agent is employed, the number of immigrants placed by each such agent, and the amounts paid to each such agent for his services and expenses. Presented 30th January, 1908.—*Mr. Clements.Not printed.*

81*c*. Return to an order of the House of Commons, dated 11th December, 1907, for a copy of all reports received by the government from each of the special immigration agents sent to Great Britain and the continent of Europe, for the fiscal year ending 31st March, 1907. Presented 30th January, 1908.—*Mr. Wilson (Lennox and Addington).*
Not printed.

81*d*. Return to an order of the House of Commons, dated 16th December, 1907, showing the number of immigrants who reached and settled in Canada during the fiscal years of 1905-6 and 1906-7, and from what countries they came. Presented 11th February, 1908. —*Mr. Paquet*.. .. ..*Not printed.*

81*e*. Return to an order of the House of Commons, dated 22nd January, 1908, for a copy of all correspondence between the Department of the Interior and James S. Waugh, immigration distribution agent, subsequent to 1st December, 1907. Presented 11th February, 1908.—*Mr. Gordon*.. .. ..*Not printed.*

81*f*. Return to an order of the House of Commons, dated 3rd February, 1908, showing what special immigration agents the Government of Canada has in the British Islands; their respective names, and from what parts of Canada they come; the arrangements made by the Government with the said agent or agents as to salary and expenses; the date of their respective appointments, and at what time they left this country to take up their work. Presented 11th February, 1908.—*Mr. Wilson (Lennox and Addington).*
Not printed.

81*g*. Return to an Address of the House of Commons, dated 29th January, 1908, for a copy of all orders in council now in force with respect to immigration from every country from which immigrants come to Canada; also a copy of all circulars in force at the present time with reference to immigration. Presented 13th February, 1908.—*Mr. Wilson (Lennox and Addington)*.. .. ..*Not printed.*

81*h*. Return to an order of the House of Commons, dated 20th January, 1908, for a copy of all certificates by farmers resident in the riding of West Kent, and returned to the department by emigration agents for the said riding, and on certificates such agents were paid for placing emigrants with each farmer, giving the names of each emigrant and of each farmer such were placed with, giving the total amount received by each agent up to the present time Presented 3rd March, 1908.—*Mr. Clements*...*Not printed.*

81*i*. Return to an order of the House of Commons, dated 11th March, 1908, for a copy of all certificates by A. G. McDonald, immigration agent for Prince Edward County, Ontario, claiming payment for immigrants by him alleged to have been placed with farmers or other employers; also, a copy of all certificates or communications by such farmers or other employers received by the Department of the Interior relating to immigrants so claimed as placed by said A. G. McDonald, giving in each case the name and post office address of the immigrant and of the farmer or the employer. Presented 13th April, 1908.—*Mr. Alcorn*.. .. ..*Not printed.*

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CONTENTS OF VOLUME 18—*Continued.*

81*j*. Return to an order of the House of Commons, dated 23rd March, 1908, showing the expenditure of the Government for food, clothing and other maintenance for immigrants after landing in Canada for the years 1900, 1901, 1902, 1903, 1904, 1905, 1906, 1907, 1908, to 1st March. Presented 30th April, 1908.—*Mr. Schaffner*.. .. ..*Not printed.*

81*k*. Report of E. Blake Robertson, assistant superintendent of immigration, respecting Joseph Bernstein, Halifax. Presented 27th May, 1908, by Hon. F. Oliver...*Not printed.*

82. Return to an order of the House of Commons, dated 18th December, 1907, showing the total amount paid by this Government each year, during the past five years, towards mail subsidies to steamships; the names of the countries served, the names of steamers and contractors, and the steamship subventions. Presented 28th January, 1908.—*Mr. Armstrong*.. .. ..*Printed for sessional papers.*

83. Return to an order of the House of Commons, dated 13th January, 1908, for a copy of the lease, conditions, &c., passed between the Government of Canada and a company for the use of the Beauharnois Canal. Presented 24th January, 1908.—*Mr. Bergeron.*
Not printed.

84. Copies of a letter and telegrams between the Lieutenant Governor of British Columbia and the Honourable the Secretary of State for Canada, on the subject of the disallowance of a Bill of the Legislature of British Columbia, intituled: "An Act to regulate immigration into British Columbia." Presented 24th January, 1908, by Sir Wilfrid Laurier.. .. ..*Not printed.*

85. Return to an order of the House of Commons, dated 8th January, 1908, for a copy of all correspondence between the Department of Justice, or any department of the Government, and Mr. Frederick Fraser Forbes, now a district judge in the province of Saskatchewan, or any other person or persons, in reference to the personal or professional status or character of Mr. Forbes, or his appointment as a judge as above-mentioned, and of all writings and documents of any kind in reference to the foregoing matter. Presented 28th January, 1908.—*Mr. Taylor*.. .. ..*Not printed.*

86. Return to an order of the House of Commons, dated 15th January, 1908, showing the number of applications made to the Board of Railway Commissioners for the privilege of crossing railway tracks with telephone and telegraph wires and with water mains each, over the said period from 1st February, 1904, to the 1st January, 1908; the total number of applications granted over said period; the total number of applications refused; the date of each application; the date each application was granted; the length of time from the application to the granting of same; and what time should elapse before the board should give its decision. Presented 27th January, 1908.—*Mr. Barr.*
Not printed.

87. Return to an order of the House of Commons, dated 16th December, 1907, showing, in respect of all grants of right to divert water and construct ditches made under the provisions of the Yukon Placer Mining Act, 1906, the number of the claim, name and address of the grantee, date of issue, length of term, source of water, quantity that may be diverted, estimated expenditure within one year, time limit for construction, sum paid for the privilege and the name and address of present holder, if rights have been transferred. Presented 30th January, 1908.—*Mr. Boyce*.. .. ..*Not printed.*

88. Return to an order of the House of Commons, dated 11th December, 1907, showing the timber lands sold or leased by the Department of the Interior subsequent to the date of those included in Sessional Paper, No. 167*a*, brought down to the House on the 9th of April, 1907; the description and area of such lands, the applications made therefor, the notice of advertisement for sale or tender, the tenders received, the amount of each tender, the tenders accepted, the name of the person or company to whom each lot was sold or leased, and the name and address of each person or company to whom any of such leases have been transferred. Presented 30th January, 1908.—*Mr. Ames.*
Not printed.

CONTENTS OF VOLUME 18—*Continued.*

88*a*. Return to an order of the House of Commons, dated 11th December, 1907, showing, in respect of timber berth number 1279, all applications, correspondence, reports, advertisements, tenders, leases, transfers, or memoranda of any description. Presented 3rd February, 1908.—*Mr. Ames*.... .. ..*Not printed.*

88*b*. Return to an order of the House of Commons, dated 18th December, 1907, showing, in respect of timber berths numbers 1031, 1118, 1097 and 1098, all bonuses, rentals, or dues, paid to date by the lessees or other assigns to the Government, together with a copy of all applications, correspondence, reports, advertisements, tenders, leases, transfers or memoranda of any description in connection therewith. Presented 18th February, 1908. —*Mr. White*.. .. ..*Not printed.*

88*c*. Return to an order of the House of Commons, dated 18th December, 1907, showing, in respect of timber berths numbers 1050, 1265, 1267, 1274 and 1275, all bonuses, rentals or dues paid to date by the lessees or other assigns to the Government, together with a copy of all applications, correspondence, reports, advertisements, tenders, leases, transfers or memoranda of any description in connection therewith. Presented 18th February, 1908.—*Mr. Boyce*... .. ..*Not printed.*

88*d*. Return to an order of the House of Commons, dated 12th February, 1908, for the production of all the original applications and tenders filed in the Department of the Interior in respect of timber berths numbers 1050, 1265, 1267, 1274 and 1275, and that the names be laid upon the Table of the House, said papers not to be part of the archives of this House, but to be returned by the Clerk to the Department of the Interior after inspection. Presented 24th February, 1908.—*Mr. Boyce*..... *Not printed.*

88*e*. Return to an order of the House of Commons, dated 12th February, 1908, for the production of all the original applications and tenders filed in the Department of the Interior in respect of timber berths numbers 1031, 1118, 1119, 1097 and 1098, and that the same be laid upon the Table of the House, said papers not to be part of the archives of this House, but to be returned by the Clerk to the Department of the Interior after inspection. Presented 24th February, 1908.—*Mr. White*.... .. ..*Not printed.*

88*f*. Return to an order of the House of Commons, dated 12th February, 1908, for the production of all the original applications and tenders filed in the Department of the Interior in respect of timber berths numbers 1048, 1049, 1122 and 1168, and that the same be laid upon the Table of the House, said papers not to be part of the archives of this House, but to be returned by the Clerk to the Department of the Interior after inspection. Presented 24th February, 1908.—*Mr. Boyce*.. .. ..*Not printed.*

88*g*. Return to an order of the House of Commons, dated 10th February, 1908, that there be laid on the Table for inspection the original applications and tenders in respect of timber berths numbers 1220, 1226, 1238 and 1272, said papers not to be part of the archives of this House, but to be returned by the Clerk to the Department of the Interior after inspection. Presented 24th February, 1908.—*Mr. Lake*.... ..*Not printed.*

88*h*. Return to an order of the House of Commons, dated 18th December, 1907, showing, in respect of timber berths numbers 1048, 1049, 1122 and 1168, all bonuses, rentals, or dues paid to date by the lessees or other assigns to the Government, together with a copy of all applications, correspondence, reports, advertisements, tenders, leases, transfers and memoranda of any description in connection therewith. Presented 9th March, 1908.— *Mr. Boyce*.. .. ..*Not printed*

88*i*. Return to an order of the House of Commons, dated 18th December, 1907, showing, in respect of all timber berths at present under license or authorized to be licensed within the provinces of Manitoba, Saskatchewan, Alberta and the Northwest Territories, (*a*) number or designation of each berth; (*b*) number of license for 1907-8; (*c*) area of berth in square miles; (*d*) name and address of present license holder; (*e*) name and address of original applicant, with date of his application; (*f*) date of issue from Ottawa of advertisement; (*g*) date fixed therein for opening of tenders; (*h*) name and address of

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successful tenderer; (*i*) amount of bonus paid; (*j*) date when definite selection of blocks was completed and the returns of the survey filed with the Department of the Interior at Ottawa; (*k*) amount of dues collected during the year ending the 30th of April, 1907. in respect of each berth for ground rent, stumpage royalty, and the cost of fire guarding, &c.; also the amount, if any, unpaid and overdue at the termination of said year; (*l*) whether license was issued according to order in council of April 14th, 1903, or of July 23rd, 1906; (*m*) in case of berths upon which during the year 1906-7 no timber was cut, whether notification has been served on license holder to operate a saw-mill, and the date of such notice. Presented 11th March, 1908.—*Mr. McCarthy (Calgary)* *Not printed.*

88*j*. Return to an order of the House of Commons, dated 11th December, 1907, bringing the information as contained in Sessional Paper No. 167*b*, brought down April 26th, 1907, up to date. Presented 13th March, 1908.—*Mr. Ames*.. .. ..*Not printed.*

88*k*. Return to an order of the House of Commons, dated 3rd February, 1908, for a copy of all letters, correspondence, applications, advertisements, reports, memoranda, valuations, estimates, tenders, transfers, or other writings or papers in respect of or in connection with timber berths numbers 1413, 1414 and 1415. Presented 16th March, 1908.—*Mr. Lennox*.. .. ..*Not printed.*

88*l*. Return to an order of the House of Commons, dated 26th February, 1908, for a copy of all applications to homestead or purchase, reports, agreements of lease or sale, correspondence exchanged between the Department of the Interior and any person whatsoever, and papers of every description dealing with or treating of the sale or lease of surface, mining, timber, or any other rights in respect of the n.w. ¼ of section 8, township 53, range 4, west of the 5th M. Presented 19th March, 1908.—*Mr. Ames.* *Not printed.*

88*m*. Return to an order of the House of Commons, dated 18th December, 1907, showing, in respect of timber berths numbers 1220 to 1226, 1238 and 1272, all bonuses, rentals or dues paid to date by the lessees or other assigns to the Government, together with a copy of all applications, correspondence, reports, advertisements, tenders, leases, transfers or memoranda of any description in connection therewith. Presented 24th March, 1908.—*Mr. Lake*.. .. ..*Not printed.*

88*n*. Return to an order of the House of Commons, dated 9th March, 1908, for a copy of applications, recommendations of applications, and replies thereto, instructions, regarding advertising, and a copy of all tenders and replies thereo, for timber berths numbers 652, 657, 677, 679, 681, 683, 684, 721, 722, 730 and 743. Presented 30th March, 1908.—*Mr. McCraney*.. .. ..*Not printed.*

88*o*. Return to an order of the House of Commons, dated 2nd March, 1908, for the production of all the original applications and tenders filed in the Department of the Interior in respect of timber berths 1046, 1047, 1052, 1058, 1068, 1070, 1093, 1094, 1099, 1191, 1192 and that the same be laid upon the Table of the House, said papers not to be part of the archives of this House, but to be returned by the Clerk to the Department of the Interior after inspection. Presented 13th April, 1908.—*Mr. Ames*.. .. .. ..*Not printed.*

88*p*. Return to an Address of the House of Commons, dated 26th February, 1908, for a copy of all orders in council, letters, telegrams, reports, recommendations, tenders or communications of any kind in relation to the granting of sixteen townships and certain timber limits in the Peace River region, as referred to in a motion of the 15th January, ult., reference 102, not already brought down. Presented 13th April, 1908.—*Mr. Hughes (Victoria and Haliburton)*.. .. ..*Not printed.*

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88*q*. Return to an order of the House of Commons, dated 26th February, 1908, showing the total sum (money or scrip) that the Government has received on account of the lands, mines, minerals, timber &c., in the various Dominion lands offices in the provinces of Manitoba, Saskatchewan and Alberta, distinguishing between each province, during the following periods: from 1st July, 1896, to 30th June, 1905, and from 1st July, 1905, to 31st December, 1907. Presented 21st April, 1908.—*Mr. Lake*.. .. ..*Not printed.*

88*r*. Return to an order of the House of Commons, dated 19th February, 1908, showing all sales of Dominion lands other than coal lands, of 160 acres and upwards, in the provinces of Manitoba, Saskatchewan and Alberta, which have been made by the Government during the calendar year 1907; the prices obtained; names of purchasers; dates of sales; and in general terms, the grounds upon which sales were authorized. Presented 21st April, 1908.—*Mr. Lake*... .. ..*Not printed.*

88*s*. Return to an order of the House of Commons dated 17th February, 1908, showing: 1. How many applications for timber licenses were received by the Government of Mr. Mackenzie, what area in square miles they covered, how many licenses were issued, what area they covered, and under how many of those licenses operations were actually carired on, and what area these included. 2. How many applications for timber licenses were received by the Government from November 1st, 1878, to July 1st, 1896, and what area in square miles they covered, how many licenses were issued, and what area they covered, under how many of these licenses operations were actually carried on, and what area they covered. 3. How many permits to cut lumber were given to applicants as above in leases where licenses had not issued during each of these periods. Presented 21st April, 1908.—*Mr. Foster*.. .. ..*Not printed*

88*t*. Return to an order of the House of Commons, dated 26th February, 1908, showing a list of timber berths awarded between 1st June, 1904, and 15th July, 1906, with the number of tenders in each case, the amount of each tender, the name of the successful tenderer, the area of each berth, the dates of notice and opening of the tenders in each case. Presented 22nd April, 1908.—*Mr. Crawford*.. .. ..*Not printed.*

88*u*. Return to an order of the House of Commons, dated 6th April, 1908, showing what coal lands were granted to sundry persons through the agency of P. E. Lessard, of Edmonton, together with copies of all letters, papers and documents relating to the application, sale, lease or cancellation of the same. All from the general file for the group of claims, and not the special file for each section. Presented 7th May, 1908.—*Mr. Ames*. *Not printed.*

88*v*. Return to an order of the House of Commons, dated 23rd March, 1908, showing what coal areas are held by F. E. Keniston, of Minneapolis: said return to include a copy of all letters, documents and correspondence relating to the application, sale, lease or cancellation of the same, from the general file for each group of claims, and not the special file of each section. Presented 7th May, 1908.—*Mr. Ames*.. .. .. ..*Not printed.*

88*w*. Return to an order of the House of Commons, dated 6th April, 1908, showing what coal lands are now or have been at any time owned, controlled, leased or operated in townships 53 and 54, range 7, west of the 5th meridian, by the Alberta Development Company (Limited), together with a copy of all applications, correspondence, deeds of sale and other documents in connection therewith. Presented 12th May, 1908.—*Mr. Ames*.. .. ..*Not printed.*

88*x*. Return to an order of the House of Commons, dated 6th April, 1908, showing what coal lands in townships 9 and 10, ranges 21, 22 and 23, west of the 4th meridian, were granted through the agency of J. W. Bettes (or his firm), of Winnipeg, Manitoba, together with a copy of all letters, documents and papers relating to the application, sale, lease or cancellation of the same. All from the general file for the group of claims, and not the special file for each section. Presented 18th May, 1908.—*Mr. Ames*. *Not printed.*

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88*y*. Return to an order of the House of Commons, dated 2nd March, 1908, for the production of all original tenders filed in the Department of the Interior in respect of timber limits numbers 645, 646, 675, 703, 705 and 733 to 737, and that the same be laid upon the table of the House, said papers not to be part of the archives of this House, but to be returned by the clerk to the Department of the Interior after inspection. Presented 20th May, 1908.—*Mr. McCraney*.. .. ..*Not printed.*

88*z*. Return to an order of the House of Commons, dated 23rd March, 1908, showing what coal areas were obtained through the agency of Malcolm McKenzie on behalf of clients; and a copy of all letters, documents and correspondence relating to the application, sale, lease or cancellation of the same; also the same information in regard to J. H. Moss, of Toronto. All from the general file for each group of claims, and not the special file for each section. Presented 27th May, 1908.—*Mr. Ames*.. .. ..*Not printed.*

88*aa*. Return to an order of the House of Commons, dated 26th February, 1908, for a copy of all applications, leases, assignments, correspondence, and papers, of every description in connection with or referring to the granting or sale of the mining rights in sections 17, 20, 21, 28, 29, 32 and 33, of township 8, range 4, west of the 5th meridian. Presented 27th May, 1908.—*Mr. Perley*.. .. ..*Not printed.*

88*bb*. Return to an order of the House of Commons, dated 6th April, 1908, showing what coal lands in townships 41 and 42, ranges 17 and 18, west of the 5th meridian, were granted through the agency of McGiverin & Hayden, Ottawa, together with a copy of all letters, documents and papers relating to the application, sale, lease or cancellation of same. All from the general file for the group of claims, and not the special file for each section. Presented 27th May, 1908.—*Mr. Ames*.. .. ..*Not printed.*

89. Return to an Address of the House of Commons, dated 20th January, 1908, for a copy of all papers and correspondence between the government of Canada and the government of the province of British Columbia, relating to the application of the Grand Trunk Pacific Railway Company to acquire a portion of the Metlakatla Indian Reserve, British Columbia, and to the general question of the claim of said province to the Indian reserves therein, since the date of said application. Presented 30th January, 1908.—*Mr. Ross (Yale-Cariboo)*.. .. ..*Not printed.*

90. Return to an order of the House of Commons, dated 15th January, 1908, for a copy of all correspondence, reports, locations, records of payments made on, payments returned, homestead entries, cancellations thereof; of any order, direction or other authority given to any homesteader or person who had entered for homestead to re-enter after cancellation of entry or default thereunder; any evidence of sale by Peter Lucasen to Frederick Heintz, and any correspondence, affidavits, memoranda, or other documents by the department, or any of its officers, with W. L. MacKenzie, Peter Luenson, Frederick Heintz, Alexander K. Thom, Wm. R. Gardner, Thomas J. Oliver, or any other person in regard to the n.e. ¼ sec. 32, township 36, r. 16, west of 2nd m., Saskatchewan. Presented 30th January, 1908.—*Mr. Porter*.. .. ..*Not printed.*

90*a*. Supplementary return to No. 90. Presented 1st April, 1908.. .. ..*Not printed.*

90*b*. Return to order of the House of Commons, dated 6th April, 1908, showing: 1. Any Government lands near New Westminster, British Columbia, sold to one J. W. Patterson, and, if sold, by what department of the Government. 2. Whether they were Indian or military reserve lands, or either of them. 3. The prices Mr. Patterson paid for said lands, if any were sold to him. 4. The date of such sale or sales. Presented 27th April, 1908.—*Mr. Reid (Grenville)*.. .. ..*Not printed.*

90*c*. Return to an order of the House of Commons, dated 16th March, 1908, showing all lands acquired from the Government by the Grand Trunk Pacific Town and Development

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Company, together with the area, location, purchase price of each tract, and a copy of all correspondence between the Government and the company or any individuals interested therein or connected therewith, as to the general terms and conditions under which the Government land should be granted to the said company. Presented 27th April, 1908.—*Mr. Ames*.. .. ..*Not printed.*

90*d*. Return to an order of the House of Commons, dated 30th March, 1908, showing all the lands granted to the Saskatchewan Valley Land Company under their contract of May, 1902, specifying those which are patented as well as those unpatented, to date. Presented 30th April, 1908.—*Mr. Roche (Marquette)*... .. ..*Not printed.*

90*e*. Return to an order of the House of Commons, dated 26th February, 1908, showing the approximate total area of Dominion lands disposed of by the Government in each of the provinces of Manitoba, Alberta and Saskatchewan, between the 1st July, 1896, and the 30th June, 1905, distinguishing between lands for agricultural purposes, grazing, irrigation, timber and coal; and also from the 1st July, 1905, to the 31st December, 1907. Presented 7th May, 1908.—*Mr. Lake*.. .. ..*Not printed.*

91. Return to an order of the House of Commons, dated 22nd January, 1908, showing the names and number of establishments being operated under the law and regulations of the "Meat and Food Inspection Act"; when they were individually put under the operation of the Act; and the names and number of inspectors for each establishment. presented 30th January, 1908.—*Mr. Hughes (Victoria and Haliburton)*....*Not printed.*

92. Return to an order of the House of Commons, dated 15th January, 1908, for a copy of all papers, correspondence, tenders and contracts, in connection with building piers at Port Maitland, Ontario. Presented 30th January, 1908.—*Mr. Lalor*.. .. ..*Not printed.*

92*a*. Return to an order of the House of Commons, dated 3rd February, 1908, for a copy of all correspondence, contracts, telegrams, reports, plans and specifications, together with all other information not already brought down, in possession of the Government, relating to the construction of piers or docks already constructed or under construction at the following places: Bayfield, Huron county, Ontario; Grand Bend, county of Huron, Ontario; St. Joseph, county of Huron, Ontario; together with a statement of all moneys expended, and to whom paid, and the date of payment, and nature of the work done or material used. Presented 7th May, 1908.—*Mr. Armstrong*....*Not printed.*

92*b*. Supplementary return to No. 92*a*. Presented 11th May, 1908.. .. ..*Not printed.*

93. Return to an order of the House of Commons, dated 13th January, 1908, showing the total amount of bounties paid by the Government since 1896, and the amount for each year on each article. Presented 30th January, 1908.—*Mr. Clements.*

Printed for sessional papers.

94. Return to an address of the Senate, dated 19th February, 1907, for a statement showing the names, christian names, age, and country of origin of all the persons who, coming from the British Isles, from English colonies or from foreign lands, as strangers to Canada, have been placed, whether by order in council, by decision of the Militia Council, or otherwise, in any branch whatsoever of the military service of Canada, in the permanent force or in the volunteer force, together with the date of each of these appointments, the nature of the employment, the rank of the holder (before and after his appointment), and the yearly amount which he receives for his services. Presented 22nd January, 1908.—*Hon. Mr. Landry*.. .. ..*Printed for sessional papers.*

95. Return of reductions and remissions made under Revised Statutes of Canada, chapter 81, section 88, ss. 2. Presented (Senate) 22nd January, 1908, by Hon. Mr. Scott.*Not printed.*

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96. Return to an address of the House of Commons, dated 17th December, 1906, for a copy of all orders in council, advertisements for tenders, tenders, specifications of every kind, plans, drawings, reports, letters, telegrams, correspondence, contracts, agreements and other documents and papers of every kind, touching or relating to any works at or near St. Andrews Rapids, in the province of Manitoba, and especially such documents as aforesaid in connection with any tender or contract by or on behalf of Charles Whitehead, or Kelly Brothers, or any subsequent tenderers or contractors. Presented 29th January, 1908.—*Mr. Borden (Carleton)*.. .. ..*Not printed.*

97. Return to an order of the House of Commons, dated 13th January, 1908, for a copy of all papers, correspondence, and evidence, in respect of the trial for criminal conspiracy against certain persons in the Yukon in connection with the Dominion elections of 1904. Presented 3rd February, 1908.—*Mr. Foster* . .. .*Not printed.*

98. Return to an order of the House of Commons, dated 13th January, 1908, for a copy of all correspondence between Major E. S. Wigle, of Windsor, Honourable R. F. Sutherland, A. H. Clarke, and the Minister of Inland Revenue, respecting the extension of the franchise of the Windsor, Detroit and Belle Isle Ferry Company. Presented 3rd February, 1908.—*Mr. Clements*.. .. ..*Not printed.*

99. Return to an order of the House of Commons, dated 29th January, 1908, for a copy of all correspondence, telegrams, or reports, respecting the refusal of the lieutenant governor of British Columbia to give his assent to a bill passed by the legislature of that province in 1907, respecting immigration and commonly referred to as the Natal Act. Presented 3rd February, 1908.—*Mr. Smith (Nanaimo)*.. .. ..*Printed for sessional papers.*

100. Return to an address of the House of Commons, dated 11th December, 1907, for a copy of all papers and correspondence between the government of Canada and any of its ministers with reference to the establishment of a fast line of steamship communication between Great Britain, Australia, New Zealand and Canadian ports. Presented 3rd February, 1908.—*Mr. Foster*.. .. ..*Not printed.*

101. Return to an order of the House of Commons, dated 11th December, 1907, for a copy of all correspondence, enclosed clippings, agreements, statements, &c., between the government or any member thereof, and especially the Minister of Marine and Fisheries, the Minister of Railways, the Minister of Agriculture, the Minister of Militia, and Sir Wilfrid Laurier, and one F. E. Williams, of St. John, New Brunswick; one W. H. Trueman, of St. John, and any other person or persons whatsoever in relation to the establishment of a bait freezer and cold storage established in St. John, New Brunswick. Presented 5th February, 1908.—*Mr. Foster*.. .. ..*Not printed.*

102. Return to an order of the House of Commons, dated 11th December, 1907, showing the expenditure by the Dominion Government on (*a*)wharfs; (*b*) harbours and river improvements; (*c*) dredging; (*d*) public buildings; for each year since 1896, in the counties of Digby, Yarmouth, Shelburne, Queen's, Lunenburg and Pictou, Nova Scotia, specifying the works by name, with amounts expended thereon. Presented 6th February, 1908.—*Mr. Foster*.. .. ..*Not printed.*

103. Return to an order of the House of Commons, dated 20th January, 1908, for a copy of letters, telegrams, and reports, regarding complaints made by John Franklin and Stapleton Brothers, with respect to Indian Agent Yeomans. Presented 6th February, 1908.—*Mr. Foster*.. .. ..*Not printed.*

104. Return to an order of the House of Commons, dated 20th January, 1908, showing the amount paid each year for provisions for the Royal Military College, for the Halifax Garrison, and the Permanent Military School in Quebec, the average number of men provisioned each year of the above institutions, and cost per man per day. Presented 10th February, 1908.—*Mr. Foster*.. .. ..*Not printed.*

CONTENTS OF VOLUME 18—*Continued.*

105. Return to an order of the House of Commons, dated 11th December, 1907, showing the number of fishing licenses issued by the Government for any of the lakes in the province of Saskatchewan, to whom issued, and on what lakes. Presented 10th February, 1908.—*Mr. Chisholm (East Huron)*.. .. ..*Not printed.*

106. Return to an order of the House of Commons, dated 15th January, 1908, showing what lands have been sold, leased, given as homesteads, transferred or set apart in any way by the Government to each: individuals, companies, syndicates, or other organizations in the Peace River Valley, or along or near tributaries thereof, in the Northwest of Canada; when each area was allotted; the terms between the Government and the various parties or organizations concerned; what prices per acre were realized from these transactions; with whom the Government conducted negotiations in each case; the regulations governing the securing of land in the Peace River Valley; and how far it is from Edmonton to Dunvegan. Presented 11th February, 1908.—*Mr. Hughes (Victoria and Haliburton)*.. .. ..

CONTENTS OF VOLUME 18—*Continued.*

108*d*. Return to an order of the House of Commons, dated 26th February, 1908, for a copy of all inquiries, applications, leases, contracts, agreements, assignments, correspondence and papers of every description, in connection with or referring to the granting of coal mining privileges in section 11, township 8, range 4, west of the 5th meridian. Presented 27th March, 1908.—*Mr. Ames*.. .. ..*Not printed.*

108*e*. Return to an order of the House of Commons, dated 16th March, 1908, showing: 1. What leases for coal lands in the Northwest Territories were granted by the Government in the years 1903 and 1904. 2. To whom, and on what dates the same were granted, and the amounts paid therefor. 3. Whether the person to whom the lease was granted was the original applicant. 4. Whether any assignment of such leases has been made, when, and to whom. 5. Who the present holders are of said leases. Presented 1st April, 1908.—*Mr. Boyce*.. .. ..*Not printed.*

108*f*. Supplementary return to 108*e*. Presented 6th April, 1908.. .. ..*Not printed.*

108*g*. Return to an order of the House of Commons, dated 16th December, 1907, for a copy of all applications, reports, correspondence, leases, contracts, deeds, sale and documents of every description in connection with the purchase of coal mining lands either on their own behalf or on behalf of clients, by the firm of Hough, Campbell & Ferguson, or by any individual member of said firm, together with a copy of the regulations governing the sale of such rights at the time of purchose. Presented 30th April, 1908.—*Mr. Herron*.. .. ..*Not printed.*

108*h*. Return to an order of the House of Commons, dated 19th February, 1908, setting forth in respect of the following coal lands: 1. The name and address of the first applicant and the date thereof. 2. The names and addresses of all subsequent applications, with date thereof, in the order of application. 3. The name and address of the party to whom the mining rights were granted, with date of sale or lease by the Government. 4. Price paid per acre, sale or lease. 5. Date and amount of first payment on account of purchase price. 6. Dates and amounts of each subsequent payment on account of purchase price. 7. Total amount paid as purchase price and balance, if any, still unpaid. 8. How long reservation was made by the department in favour of the grantee or his assigns. 9. The name and address of all parties to whom assignments were made, with date of each assignment, and date of its registration with the department. 10. The name and address of present owner of said mining rights. 11. A copy of all correspondence in reference to the same: Township 7, range 3, west of 5th m.; sections 1, 2, 3, 4, 5, 6, less the s.e. ¼; section 7, less e. ½; section 8; section 9; section 10, less s.w. ¼; section 11, less s.e. ¼; section 14, less e. ½; section 15; section 16, less n.e. ¼; section 17; section 20, less e. ½ of n.e. ¼; section 21, less s. ½ and n.w. ¼; section 22; section 28; section 27, less e. ½; section 32, less e. ½; section 33; section 34, less e. ½. Township 7, range 2, west of 5th m.; section 18, 20 and 21 Township 6, range 3, west of 5th m.; sections 27 and 28; section 32, less w. ½; sections 33 and 34. Presented 22nd April, 1908.—*Mr. Ames*.. .. ..*Not printed.*

109. Return to an order of the House of Commons, dated 22nd January, 1908, showing on what dates since June 30th, 1906, advances were made on account of travelling expenses to Honourable L. P. Brodeur, to Mr. Wiallard, his private secretary, and to Napoléon Potvin, his messenger, respectively, for what amounts, and to what accounts they were severally charged; also what refunds, if any, have been made on any of these several advances, and on what dates. Presented 14th February, 1908.—*Mr. Foster*..*Not printed.*

109*a*. Return showing all advances to Ministers of the Crown and their private secretaries, on account of travelling or other expenses in connection with the Imperial Conference of 1907, the date of such advances, and the appropriation against which it was charged. Presented 2nd March, 1908.—*Mr. Foster*.. .. ..*Not printed.*

CONTENTS OF VOLUME 18—*Continued.*

109*b*. Return (as far as the Department of Inland Revenue is concerned), to an order of the House of Commons, dated 22nd January, 1908, showing the advances made each year since July 1, 1904, to December 31, 1907, on account of travelling expenses to Honourable L. P. Brodeur and his private secretary and messengers, the date and amount of each advance, and the appropriation to which it was charged, the dates at which each advance was finally accounted for, and the dates on which any repayments were made to the treasury, and the amount of such repayments, and all correspondence with the Auditor General's Department in connection therewith. Presented 2nd March, 1908.—*Mr. Foster*.. .. ..*Not printed.*

110. Return to an order of the House of Commons, dated 8th January, 1908, showing the total quantity of freight carried on the winter steamers between Prince Edward Island and the mainland during the past two seasons, 1905-6 and 1906-7; the amount of freight that was delayed in transit for those two seasons; the freight rate on the different classes of goods carried; the amount received for freight during those two seasons; the amount received for passengers and the number carried; the number of days the steamers failed to cross in each of those years; and the amount of damages paid to shippers for delay of goods in transit. Presented 14th February, 1908.—*Mr. Martin (Queen's)*.. .. ..*Not printed.*

110*a*. Return to an order of the House of Commons, dated 20th January, 1908, for a copy of all correspondence, telegrams, &c., in the possession of the Government or any member or official thereof, respecting the withdrawal of the winter steamers from Charlottetown on or about the 8th January, instant, and their replacement some days later. Presented 14th February, 1908.—*Mr. Martin (Queen's)*.. .. ..*Not printed.*

111. Return to an order of the House of Commons, dated 3rd February, 1908, for a copy of all correspondence, reports and papers, respecting the salary, expenses, duties and annual period of employment of W. Maxwell Smith, Dominion fruit inspector in British Columbia; also full details of his expenses during the years 1906 and 1907, respectively. 1908.—*Mr. Jackson (Elgin)*.. .. ..*Printed for sessional papers.*

112. Return to an order of the House of Commons, dated 13th January, 1908, for a copy of pedigreed cattle, if any, did the Central Experimental Farm, Ottawa, sell during the years 1906 and 1907; and how many in each year, giving the different breeds, the name of purchaser, his place of residence, price paid, and breed. Presented 14th February, 1908.—*Mr. Jackson (Elgin)*.. .. ..*Printed for sessional papers.*

113. Return to an order of the House of Commons, dated 13th January, 1908, for a copy of all papers, accounts and correspondence, in connection with the seizure of the M. J. Wilson Cordage Company, of the city of Chatham, Ontario, by the Dominion Government, in the year 1904. Presented 17th February, 1908.—*Mr. Clements*.. ..*Not printed.*

114. Return to an order of the Senate, dated 31st January, 1908, showing the appointments made to the Senate from confederation, with date of appointment and date when the appointees ceased to be senators. Presented 11th February, 1908.—*Hon. Mr. Wilson.*
Printed for distribution.

115. Return to an address of the Senate, dated 29th January, 1908, showing the number of persons killed and of those otherwise injured, separately, at railway crossings during the last three years, giving the number in each year separately; giving also for each year the number of persons thus killed or otherwise injured in thickly populated places separately from those killed or otherwise injured in the rural districts, showing also the number of such accidents at protected crossings separately from unprotected crossings. Presented 11th February, 1908.—*Hon. Mr. Béique*.. .. ..*Not printed.*

116. Return to an order of the House of Commons, dated 11th December, 1907, for a copy of all communications, reports, correspondence, or other papers, between the Depart-

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ment of the Interior and any of its officials, and A. Samovici, H. Bolocan, and any other person or persons in regard to the n.w. ¼ section 20, township 22, range 13, west 2nd m., including applications for cancellation, protections, homesteads, inspectors' reports, &c. Presented 18th February, 1908.—*Mr. Lake*.. .. ..*Not printed.*

117. Return to an order of the House of Commons, dated 11th December, 1907, for a copy of all correspondence between the Departments of the Marine and Fisheries and Justice of Canada and the Attorney General of Nova Scotia, or any official acting under his authority, in connection with the suit in the Supreme Court of Nova Scotia of the King by Dr. Tait, of Cheticamp, in the county of Inverness, Nova Scotia, versus William Ancoin. Presented 18th February, 1908.—*Mr. McLennan*.. .. ..*Not printed.*

118. Return to an order of the House of Commons, dated 18th December, 1907, for a copy of all contracts for food for men at the volunteer camps throughout Canada for the season of 1907; also for the regular troops at Halifax, Quebec and other places. Presented 18th February, 1908.—*Mr. Smith (Wentworth)*.. .. ..*Not printed.*

119. Return to an order of the House of Commons, dated 3rd February, 1908, for a copy of all correspondence between the Railway Commission and the Department of Railways and Canals, or the Intercolonial Railway, and between the Railway Commission and the Canadian Pacific Railway, and the Grand Trunk Railway, and between the Railway Commission and the Fredericton Board of Trade, in reference to the alleged discrimination against the city of Fredericton in the matter of freight rates; and also for a copy of all other papers and documents on file with the Railway Commission in relation thereto. Presented 19th February, 1908.—*Mr. Crocket*.. .. ..*Not printed.*

120. Return to an order of the House of Commons, dated 16th December, 1907, for a copy of all offers, reports, valuations, plans, deeds of purchase, correspondence and other papers of every description in connection with the purchase of site for the new Montreal examining warehouse, together with a statement of all expenditure and all indebtedness incurred to date in this connection. Presented 19th February, 1908.—*Mr. Ames.*
Not printed.

121. Return to an order of the Senate, dated the 30th January, 1908, showing: 1. Title of each Bill by years sent by the Senate to the House of Commons, from 1867 to 1907, inclusive, that was (*a*) amended by the Hous of Commons, or (*b*) rejected. 2. Title of each Bill by years sent up by the House of Commons to the Senate, from 1867 to 1907, inclusive, that was (*a*) amended by the Senate, or (*b*) rejected. 3. The total number of Bills for each year as above to be tabulated in four periods, (*a*) 1867 to 1873, inclusive; (*b*) 1874 to 1878, inclusive; (*c*) 1879 to 1896, first session, inclusive; (*d*) 1896 to 1907, inclusive. Presented 19th February, 1908.—*Hon. Mr. Ross (Middlesex)*.. .. .. ..*Not printed.*

122. Report of the commissioners appointed to inquire into a dispute between the Bell Telephone Company of Canada (Limited) and the operators of the said company at Toronto, with respect to wages and hours of employment, etc. Also copy of evidence taken under Royal Commission in the dispute between the Bell Telephone Company of Canada and its operators, in February, 1907. Presented 24th February, and 11th March, 1908, by Hon. R. Lemieux.. .. ..*Not printed.*

123. Return to an order of the House of Commons, dated 17th February, 1908, for a copy of the contract and all correspondence relating to a payment of $3,900 to the Midland Towing and Wrecking Company, as set out at page P 32 of the Auditor General's Report for 1906-7, and of the advertisement calling for tenders. Presented 10th March, 1908. *Mr. Bennett*.. .. ..*Not printed.*

124. Return to an order of the House of Commons, dated 18th December, 1907, showing what sums have been expended or voted for the dredging of the Rivière à la Graisse, at Rigaud; to whom the contracts were given; and what sums have been voted or paid out for dredging Dorion Bay, Vaudreuil station. Presented 24th February, 1908.—*Mr. Bergeron*.. .. ..*Not printed.*

CONTENTS OF VOLUME 18—*Continued.*

124*a*. Return to an order of the House of Commons, dated 18th December, 1907, showing what sums have been voted or expended for the dredging of the river bottom between Charlemagne and Terrebonne; since when the dredging has been going on there; what sums have been voted or expended for wharfs at Terrebonne and at St. François de Sales; and who obtained the contracts. Presented 24th February, 1908.—*Mr. Bergeron.*
Not printed.

124*b*. Return to an order of the House of Commons, dated 11th December, 1907, showing: 1. What harbours or rivers in the province of Ontario were tenders invited for dredging work by the Department of Public Works during the present year. 2. The names of the successful tenderers at each of the said places for which dredging tenders were invited in Ontario in 1907, and the prices asked by each party respectively. 3. Amounts of the tenders respectively of the different persons tendering at each of the foregoing points. 4. Also at what points new tenders were invited, and when the first tenders were accepted. Presented 9th June, 1908.—*Mr. Bennett*.. .. ..*Not printed.*

124*c*. Return to an order of the House of Commons, dated 6th of April, 1908, for a copy of all the correspondence exchanged between the Government and Messrs. T. B. Mongenais, Hugh McMillan and others, relating to dredging work done in the River Rigaud, formerly the River Graisse, up to the year 1890. A copy of the reports and correspondence relating to the construction or purchase of the Graham wharf. A copy of the report and correspondence relating to the dredging done at Como up to 1900. A copy of the reports and correspondence relating to the dredging done at Vaudreuil Village, and also those relating to the construction and repair of the wharf situated in that village since 1867. And also a copy of the report and correspondence relating to the deepening of the River St. Louis at Beauharnois. Presented 30th June, 1908.—*Mr. Boyer*.. .. ..*Not printed.*

125. Return to an order of the House of Commons, dated 3rd February, 1908, for a copy of all correspondence, telegrams, engineer's reports, &c., in the hands of the Government or any member or official thereof, respecting proposed repairs to the wharf at Little Sands, in Prince Edward Island. Presented 25th February, 1908. *Mr. Martin (Queen's).*
Not printed.

126. Return to an order of the House of Commons, dated 12th February, 1908, for a copy of the report made by John Fraser, of the Auditor General's Department, on the 7th January, 1898, of a special examination held by him of the financial affairs of the Montreal Turnpike Trust. Presented 10th March, 1908.—*Mr. Monk*.. .. ..*Not printed.*

126*a*. Return to an order of the House of Commons, dated 22nd January, 1908, showing: 1. The present indebtedness to the Dominion Government of the Montreal Turnpike Trust (*a*) on capital account, (*b*) for arrears of interest. 2. The amounts collected at each toll gate belonging to the said Turnpike Trust during the three years ending 31st December, 1905, 1906, 1907, respectively. 3. The names of all parties who have commuted their tolls during each of the above-mentioned years, 1905, 1906, 1907, and the amount of the commutation money paid to the Trust in each case. 4. The amounts expended on each section or road division, under the control of the said Trust, during each of the said years, ending 31st December, 1905, 1906, and 1907, respectively, and the contracts given out during each of the said years, with the name of the contractor and the date and amount involved in each case; and a statement in each case also as to whether the contract was awarded after tender called through the newspapers. 5. The amount paid out during each of the said three years, 1905, 1906, 1907, at each toll gate for salaries of day and night guardians, and any other expenditure at each of the toll gates maintained. 6. The names of all parties holding passes for free use of the roads under control of said Trust, during each of the said three years above referred to, 1905, 1906, 1907, with a statement in each case of the reason why the pass was so granted. 7. The expense of the said Trust during each of the said years, for rent, salaries of the

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office, inside or outside service, giving name and remuneration of each official. 8. The actual present indebtedness in detail of the said Trust outside of its bonds due to the Government of Canada. 9. The amounts collected, by said Trust, year by year, since the 1st February, 1905, from municipalities under special agreements made as to their share pro rata of the bonded indebtedness of the Turnpike Trust. 10. The names of all those members of the Trust appointed or elected to represent the bondholders since the 1st July, 1896, with the date of the election in each case. 11. The amounts paid by the Trust to any of its members or officials during each of the said three years, 1905, 1906, 1907, whether as travelling or personal expenses, or indemnity for attendance or for any other reason whatever. 12. The name of the auditor of the Trust, and the date of the audit made of the company's affairs, in each of the said three years, 1905, 1906, 1907, respectively. 13. A copy of the agreements between the Trust and any municipalities on the Island of Montreal, by which the Trust ceded to said municipalities any portion of its roads, said copy to be certified by the president and secretary of said Trust. Presented 20th March, 1908.—*Mr. Monk*.. .. ..*Not printed.*

127. Return to an address of the Senate, dated 24th January, 1908, for a copy of the different tariffs in force upon the Intercolonial Railway, in 1896-7 and 1906-7, between Quebec and St. Flavie, and all intermediate stations between those two points, for the carriage of passengers or of goods, under the operation of the winter-tariff and under that of the summer-tariff. Presented 24th February, 1908.—*Hon. Mr. Landry*.. ..*Not printed.*

128. Statement of the affairs of the British Canadian Loan and Investment Company, Limited, for the year ended the 31st of December, 1907. Presented 25th February, 1908, by the Hon. The Speaker.. .. ..*Not printed.*

129. Return to an order of the House of Commons, dated 19th February, 1908, showing how much money has been paid since 1896 to the Eclipse Manufacturing Company of Ottawa; how much each year; and the general character of the supplies furnished. Presented 27th February, 1908.—*Mr. Blain*.. .. ..*Not printed.*

130. Return to an order of the House of Commons, dated 10th February, 1908, for a copy of all correspondence between Mr. A. E. Dyment, M.P., and the Department of Marine and Fisheries as to granting of pound net licenses in 1905 to Messrs. Low & Roque, of Killarney, as also to any other persons; also a list of persons to whom pound net licenses were granted in that year. Presented 27th February, 1908.—*Mr. Bennett.*
Not printed.

131. Return to an order of the House of Commons, dated 12th December, 1907, showing: 1. The number of disputes dealt with under the Industrial Disputes Investigation Act, 1907, to the 1st of December, 1907. 2. The dates at which the several applications for the operation of the Act have been received. 3. Names of the parties concerned in the several disputes. 4. Name of the party making application. 5. Locality of dispute. 6. Number of persons affected. 7. Nature of dispute. 8. Names of members of board of conciliation and investigation where same has been established. 9. Date on which board was established. 10. Date of sittings of board. 11. Result of the reference of the dispute under Act. Presented 27th February, 1908.—*Mr. Smith (Nanaimo).*
Not printed.

132. Return to an order of the House of Commons, dated 12th February, 1908, for a copy of correspondence, plans, and other data in connection with the flooding of roads above the dam at Wilberforce, in Haliburton County, and the proposals, if any, for improving said roads and the bridge so as to prevent obstruction of traffic. Presented 27th February, 1908.—*Mr. Hughes (Victoria and Haliburton)*..... .. ..*Not printed.*

133. Return to an order of the House of Commons, dated 17th February, 1908, for a copy of reports, plans, surveys, and other data, in connection with the proposal to construct a branch canal from Balsam Lake, on the Trent Canal, to the head of Gull River waters, in Haliburton County. Presented 27th February, 1908. *Mr. Hughes (Victoria and Haliburton)*... .. ..*Not printed.*

CONTENTS OF VOLUME 18—*Continued.*

134. Return to an order of the House of Commons, dated 11th December, 1907, for a copy of all correspondence received by the Department of Agriculture in connection with the inspection of meats and the regulations in connection with the Inspection of Meats and Canned Foods Bill. Presented 27th February, 1908.—*Mr. Clements*.. .. .. ..*Not printed.*

134*a*. Return to an order of the House of Commons, dated 9th March, 1908, for a copy of all correspondence, telegrams, reports and recommendations in possession of the Government, with respect to the inspection of packing houses, or the Meat Inspection Act, including the appointment of inspectors. Presented 25th March, 1908.—*Mr. Armstrong. Not printed.*

135. Return to an order of the Senate, dated 26th February, 1908, for a detailed statement of the expenses incurred during the past three years, in connection with the synoptical reports of the debates of the Senate, furnished by the special reporter of that House, as well as a statement of the nature and particulars of the agreement with the present reporter. Presented 27th February, 1908.—*Hon. Mr. Wilson*.. .. ..*Not printed.*

136. Return to an address of the Senate dated 11th February, 1908, showing the amount of imports of oxide of aluminum during the years 1903, 1904, 1905, 1906 and 1907, with the values of such imports for each one of said years separately. Presented 28th February, 1908.—*Hon. Mr. Ellis*.. .. ..*Not printed.*

136*a*. Return to an address of the Senate, dated the 11th February, 1908, showing the amount of aluminum exported during the years 1903, 1904, 1905, 1906 and 1907, with the values of such exports for each one of the said years separately. Presented 28th February, 1908.—*Hon. Mr. Ellis*.. .. ..*Not printed.*

137. Regulations in virtue of the provisions of the Act 6-7 Edward VII., chapter 16, "The Electricity and Fluid Exportation Act." Presented 17th March, 1908, by Hon. W. Templeman.. .. ..*Not printed.*

138 Return to an order of the House of Commons, dated 22nd January, 1908, for a copy of all correspondence, documents, resolutions and other papers, which have passed between the Government of Canada, or any member of the Government, and any railway company or any individual relating to the building of a railroad from any point in Manitoba, Saskatchewan, Alberta, or British Columbia, to Fort Churchill or any point on Hudson Bay. Presented 2nd March, 1908.—*Mr. Schaffner*.. .. ..*Not printed.*

139. Copy of an order in council appointing Mr. Samuel Tovel Bastedo, agent on behalf of the Dominion Government, to confer with the provincial governments with a view to settlement of the Fisheries question. Presented 11th March, 1908.—*Hon. L. P. Brodeur. Not printed.*

140. Return to an order of the House of Commons, dated 12th February, 1908, for a copy of all correspondence, papers, writings, plans and letters between the Government and the International Waterways Commission, on one part, and the St. Lawrence Power Company and the Long Sault Development Company, of the other part, with regard to the entire damming of the St. Lawrence river, in the vicinity of Cornwall; together with a copy of all memorials, letters and resolutions of protest sent to the Government by the Board of Trade of Montreal, the Chambre de Commerce, District de Montreal, the Shipping Federation of Montreal, the Dominion Marine Association, and others. Presented 2nd March, 1908.—*Mr. Gervais*.. .. ..*Not printed.*

140*a*. Supplementary return to No. 140. Presented 13th July, 1908.. .. ..*Not printed.*

141. Return to an order of the House of Commons, dated 17th February, 1908, for a copy of advertisement calling for tenders for dredging work on Holland river, Trent Valley canal system, tenders received, schedules showing prics paid, recommendation of person for inspector, date of payments made to the contractors, and the contract with contractor. Presented 2nd March, 1908.—*Mr. Bennett*.. .. ..*Not printed.*

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141a. Return to an order of the House of Commons, dated 13th January, 1908, showing what contracts for dredging in the St. Mary's river, Kaministiquia river, Mission river, Port Arthur harbour, Fort William harbour, and in Thunder Bay, or of any of the inlets or rivers thereof, have been let during the years 1904, 1905, 1906 and 1907, showing also: (*a*) the names, addresses and calling of all the tenderers in each case; (*b*) the amount of each tender; (*c*) the nature and extent of the work to be let in each case; (*d*) the names, addresses and calling of the successful tenderer in each case; (*e*) the prices at which each contract was let, (*f*) the nature or form of security for the due performance of the work in each case, and (*g*) the disposition of or change in the form of any such security after it was originally given or deposited; also, for a copy of all tenders, contracts, bonds or other securities, and of all correspondence relating or incident to all or any such tenders or contracts, including all correspondence relating to such contracts, or incident thereto, before and during the performance of the work and on file up to the date of the order for such return. Presented 17th July, 1908.—*Mr. Boyce.*
Not printed.

142. Return to an address of the House of Commons, dated 18th December, 1907, for a copy of all orders in council, correspondence, contracts, papers and reports in connection with the employment of certain experts to prepare a system of accounting and book-keeping in the Department of Marine and Fisheries. Presented 2nd March, 1908.—*Mr. Foster.*
Not printed.

143. Return to an order of the House of Commons, dated, 11th December 1907, for a copy of all correspondence in connection with the application, granting, operation or renewal of license and lease conveying the privileges of fishing in Cedar, Moose, Cormorant and Clearwater Lakes; also a copy of said license and lease. Presented 3rd March, 1908.—*Mr. Ames*.....*Not printed.*

144. Certain papers referring to Treaty Powers, &c. Presented 3rd March, by Hon. L. P. Brodeur.....*Printed for sessional papers.*

145. Return to an order of the House of Commons dated 11th March, 1907, for a copy of all papers, affidavits and correspondence between the Government, or any official thereof, with the Prince Edward Island Railway, or any official thereof, or any other persons in reference to the leasing of the properties of Widow James Wiggins and Charles Malley, at Alberton, Prince Edward Island. Presented 3rd March, 1908.—*Mr. Lefurgey.*
Not printed.

146. Return to an order of the House of Commons, dated 11th December, 1907, showing the total amount of money paid yearly from the year 1892 to 1st December, 1907, on each of the following accounts: (*a*) Salary of Governor General; (*b*) Travelling expenses of Governor General; (*c*) Expenditure on Rideau Hall, capital account; Expenditure on Rideau Hall, maintenance; Expenditure on Rideau Hall grounds, capital account; Expenditure on Rideau Hall grounds, maintenance; (*d*) Expenditure on furnishings of all kinds for Rideau Hall; (*e*) Expenditure on any other account in connection with the office of Governor General; (*f*) Expenditure on any other account in connection with Rideau Hall and grounds; (*g*) Total expenditure of every kind yearly since 1892 in connection with the office of Governor General; (*h*) Total expenditure of every kind yearly in connection with Rideau Hall grounds. Presented 5th March, 1908.—*Mr. Ilsley (Lennox and Addington)*.....*Not printed.*

147. Return to an address of the House of Commons, dated 15th January, 1908, for a copy of all correspondence, telegrams, orders in council, contracts and tenders, with the names, and amounts of each, in possession of the Government, or any member or official thereof, respecting the construction of a breakwater at Petit Rocher, on the south-western side of Baie des Chaleurs, as detailed on page 74 of the Report of the Minister of Public Works for the year ended 31st March, 1907. Presented 5th March, 1908.—*Mr. Taylor*.....*Not printed.*

147a. Supplementary Return to 147. Presented 12th June, 1908.....*Not printed.*

CONTENTS OF VOLUME 18—*Continued.*

148. Return to an order of the House of Commons, dated 17th February, 1908, showing the individual name and place of residence of the captain and crew of each of the Government steamers *Lansdowne, Aberdeen, Druid, Brant, Lady Laurier, Minto* and *Stanley*. Presented 5th March, 1908.—*Mr. Stanfield*.. .. ..*Not printed.*

148*a*. Return to an order of the Senate, dated the 5th of February, 1908, for a statement showing, in so many columns: 1. The names of the officers actually employed on board of Government vessels or of vessels hired by the Government for the season of navigation in the River St. Lawrence 2. The amount of wages or salaries paid monthly to each of them for the period of their annual engagement. 3. The amount of wages or salaries paid monthly to those who are only employed for a part of the year. 4. The amount of wages or salaries paid monthly to those who, over and above their real service, are paid a part of their wages or salaries during the months in which the vessels are laid up for the winter. Presented 20th February, 1908.—*Hon. Mr. Landry.*
Not printed.

149. Return showing what changes have occurred in the House of Commons branches of the Clerk of the House and the Sergeant-at-arms' service since 1st July, 1907. Presented 5th March, 1908.—*Mr. Owen*.... .. ..*Not printed.*

150. Return to an order of the House of Commons, dated 10th February, 1908, showing: 1. How many Returns or Sessional Papers have been presented to Parliament in answer to motions for the same, since the 1st of January, 1906. 2. How many of these Returns were taken out of the Office of Routine and Records, and the Journal Office, by members of this House, since the above date, giving also the name of the member to whom delivered. 3. For what length of time such Returns were retained by the members who obtained them. 4. How many of these Returns had not been returned to the proper officer of the House of Commons on the 1st of January, 1908. 5. In the case of those returned, how long they were out with the members. 6. How many of these Returns are still in the possession of the members, and how long they have had them. 7. The means usually adopted by the Clerk of Routine and Records and the Clerk of Current Sessional Papers to have outstanding returns retransferred to their possession. 8. The average cost to the country of preparing these Returns by the various departments interested, during the above period. Presented 6th March, 1908.—*Mr. Johnston.*
Not printed.

151. Return to an order of the House of Commons, dated 16th December, 1907, showing: 1. The number of fishing licenses, the names of the parties to whom issued, and also the amounts of the revenues received from each license, on any or all of the lakes in the province of Saskatchewan. 2. For a copy of all correspondence in connection with each license so issued and in force, or about to be issued. 3. Also for a copy of the different forms used for fishing licenses in the province of Saskatchewan. Presented 9th March, 1908.—*Mr. Chisholm (East Huron)*.. .. ..*Not printed.*

152. Return to an order of the House of Commons, dated 20th January, 1908, for a copy of all correspondence, documents and papers, in the investigation into the case of Mr. O. S. Finnie, chief clerk in the gold commissioner's office, Dawson, Y.T. Presented 6th March, 1908.—*Mr. Thompson*.. .. ..*Not printed.*

153. Return to an order of the House of Commons, dated 19th February, 1908, for a copy of all correspondence between Lieut.-Colonel Mallette, of the 64th Battalion, and the Department of Militia and Defence, concerning Major Sabourin, of St. John, Quebec. Presented 6th March, 1908.—*Mr. Bergeron*.. .. ..*Not printed.*

153*a*. Return to an order of the House of Commons, dated 19th February, 1908, for a copy of all correspondence between Lieut.-Colonel Mallette, of the 64th Battalion, and the Department of Militia and Defence, for the organization of a regiment in Valleyfield, Quebec. Presented 6th March, 1908.—*Mr. Bergeron*.. .. ..*Not printed.*

CONTENTS OF VOLUME 18—*Concluded.*

154. Report of the Royal Commission on the Quebec Bridge inquiry; also the Report on the Design of the Quebec Bridge by C. C. Schneider: with Appendices. Presented 9th March, 1908, by Hon. G. P. Graham.

Printed for both distribution and sessional papers

CONTENTS OF VOLUME 19.

154. (Vol. 2.) Royal Commission Quebec Bridge inquiry. Minutes of proceedings. Evidence and exhibits.. .. ..*Printed for both distribution and sessional papers.*

154a. Return to an address of the House of Commons, dated 12th December, 1907, for a copy of all orders in council, correspondence, reports, memoranda, papers and documents, since the 1st day of January, 1900, relating to the Quebec Bridge, including all reports and orders in council, relating to the plans and specifications for the works of the undertaking, or to any approval thereof by the Governor in Council, or by the Department of Railways and Canals. Presented 26th May, 1908.—*Mr. Borden (Carleton).*

See No. 154.

154b. Return to an address of the Senate, dated 29th Januray, 1908, for a statement showing: 1. If the Quebec Bridge and Railway Company has fulfilled the obligation which was imposed upon it by clause 4 of the agreement made, between it and the Government, on the 19th day of October, 1908, which clause reads as follows: "4. The company will procure subscriptions for additional stock to the amount of $200,000, such new stock to be issued at a price not below par and to be immediately paid up in full, the proceeds to be applied in the first place to the payment of the discount at which the bonds of the company were issued as aforesaid, to wit the sum of $188,721." (Being exactly the difference between the sum of $472,000, the amount of bonds issued, and the sum of $283,279, for which these same bonds were accepted.) 2. When did the company so furnish subscriptions for additional work to the amount of $200,000. 3. Who are the persons or the companies who divided among them this additional stock to the round sum of $200,000. 4. On what date and for what amount did each of these persons or each of these companies become owner of the aforesaid stock. 5. On what date did each of the aforesaid persons or companies pay into the hands of the company the price (in part or in whole) of the stock so subscribed. 6. And if this amount of $200,000 was paid in full and in what manner, distinguishing the amount paid in cash from the amount paid in promissory notes or in any other ways. Presented 2nd June, 1908.—*Hon. Mr. Landry*.. .. ..*See No. 154.*

154c. Return to an address of the Senate, dated the 29th January, 1908, showing: 1. The amount of money really paid by each of the present directors of the Quebec Bridge and Railway Company into the capital stock of the said company. 2. The date each of these directors made each of his payments. 3. Among these payments or instalments the proportion or amount that has been paid by means of promissory notes or of unaccepted cheques. 4. By whom individually, and for what amount each one. 5. The amount of money each of its directors has received from the Quebec Bridge Company and from the Quebec Bridge and Railway Company up to this date, directly or indirectly, personally or otherwise. 6. The nature of the services rendered for which each of these amounts was paid. 7. The amount the present secretary has received out of the funds of the company since he has been in the service thereof. 8. The resolution that subsequently to the collapse of the Quebec Bridge, within a few days immediately following the disaster, the bridge company has voted giving a bonus of $3,000 to its president. 9. The name of the funds, out of which the amount of this bonus was raised. 10. The resolution, if any, the company, on the same occasions, voted to aid the families of the victims of that disaster. Presented 18th February, 1908. *Hon. Mr. Landry.*

Not printed.

155. Return to an order of the House of Commons, dated 10th February, 1908, showing what land has been withdrawn for settlement, or set apart, or sold, for colonization pur-

CONTENTS OF VOLUME 19—*Continued.*

poses, since 1896; the location and amount in each case, specifying townships, sections, half or quarter-section; to whom it has been sold, or alienated, and on what terms of settlement; the price per acre, on terms of payment, and the nationality of the settlers in each colony; when the land was sold, alienated, reserved, or set apart, for such purpose, in each case; and how many of these companies have complied with their contracts, and to what extent. Presented 9th March, 1908.—*Mr. Sproule*... ...*Not printed.*

155*a*. Return to an order of the House of Commons dated 26th February, 1908, showing what lands, if any, have been reserved for grazing purposes or for acquisition by means of irrigation within the tract described as follows: Townships 12 to 19, inclusive, in ranges 15 to 24, west of the 4th meridian; and when such lands were so reserved, and for how long it is the purpose of the Government to continue such reservation. Presented 16th March, 1908.—*Mr. Leamer*.. .. .. .

CONTENTS OF VOLUME 19—*Continued.*

157. Return to an order of the House of Commons, dated 8th January, 1908, for copies of all documents, petitions, memoranda and correspondence received by the Government since 1904, to this day, regarding the amendments to be made to the Inland Revenue Act for the purpose of encouraging and protecting still more the Canadian tobacco industry. Presented 9th March, 1908.—*Mr. Dubeau*.. .. ..*Not printed*

157*a*. Return to an order of the House of Commons, dated 12th February, 1908, for a copy of all correspondence between the collector of customs at Charlottetown, Prince Edward Island, and the Minister of Customs, or the Commissioner of Customs, including declarations or statements in writing made by Messrs. Donald Nicholson and Evelyn B. Harnett, of the Hickey & Nicholson Tobacco Company, Limited, respecting alleged infraction of the provisions of the Inland Revenue Act, and of the regulations in respect of tobacco and cigars and tobacco and cigar manufactories, by Messrs. T. B and D. J. Riley, of Charlottetown, or one of them. Also a copy of the reports of William Caven and other officials and collectors of Inland Revenue; and of all correspondence, letters and telegrams between the said T. B. and D. J. Riley, or either of them, and the Government, or any department, or officer thereof; and of all correspondence between the officers of Inland Revenue in Charlottetown and the Government or any department or official thereof, respecting said alleged infraction of said Act or regulations; and all other correspondence, statements and information in possession of the Government relating to the matter aforesaid; together with a statement of the moneys paid voluntarily or otherwise in settlement or otherwise of penalties for such infraction of the law, to whom paid, and the date of payment. Presented 16th March, 1908.—*Mr. McLean (Queen's)*.. .. ..*Not printed.*

158. Papers relating to Trade Conference at Barbados. Presented 10th March, 1908, by Hon. W. S. Fielding.... .. ..*Not printed.*

159. Return to an order of the House of Commons, dated 29th January, 1908, for a copy of all applications, tenders, correspondence, telegrams, or written communications of any kind, in connection with the sale of certain lands in the Ocean Man, Pheasant Rump, and Chasastapsin Indian Reserves, on the 15th November, 1901; together with a copy of advertisements of sales, the names of the newspapers in which they were inserted, and the dates of insertion. Presented 12th March, 1908.—*Mr. Lake*.. .. ..*Not printed.*

160. Return to an order of the House of Commons, dated 22nd January, 1908, showing how many fire extinguishers were purchased by the Government for the different departments of the public service since the 30th June, 1906, to January 1st, 1908; from whom they were purchased, and at what price; and the total amount paid for the same. Presented 12th March, 1908. *Mr. Taylor*.. .. ..*Not printed.*

160*a*. Supplementary Return to an order of the House of Commons, dated 22nd January, 1908, (as far as the Department of Marine and Fisheries is concerned), showing how many fire extinguishers were purchased by the Government for the different departments of the public service since the 30th of June, 1906, to 1st January, 1908; from whom they were purchased, and at what price; and the total amount paid for the same. Presented 26th March, 1908.—*Mr. Taylor*.. .. ..*Not printed.*

161. Return to an order of the House of Commons, dated 22nd January, 1908, for a copy of all letters, correspondence, plans, surveys, estimates, &c., in connection with the proposal to open a waterway in St. Anicet and Ste. Barbe, in the county of Huntingdon, from Lake St. Francis to St. Louis River. Presented 12th March, 1908. *Mr. Walsh. (Huntingdon)*.. .. ..*Not printed.*

162. Return to an order of the House of Commons, dated 12th March, 1908, for copies of all correspondence between the Auditor General and the Department of Marine and Fisheries, concerning the travelling expenses of Commander Spain in 1905-6. Presented 12th March, 1908.—*Hon. L. P. Brodeur*.. .. ..*Not printed.*

CONTENTS OF VOLUME 19—*Continued.*

163. Return to an order of the House of Commons, dated 12th February, 1908, showing: 1. The total revenue of Belleville, Ontario, Harbour, for the years 1903, 1904, 1905, 1906 and 1907. 2. The expenditure for the years above-mentioned in the harbour; (*a*) for salaries, and to whom, (*b*) dredging in each year, (*c*) for building retaining walls along the river at entrance of harbour; and (*d*) to whom or what persons such last-named sums were paid. 3. What money, if any, the Government has advanced to the Harbour Commissioners of Belleville for improvements, how much and when. 4. If any money has been advanced, what security the Government holds for repayment of the same. 5. The tenders received for building the retaining walls for improvement of Belleville Harbour, the tenderers, the amount of each tender, and to whom the contract was awarded. Presented 13th March, 1908.—*Mr. Porter*.. .. ..*Not printed.*

164. Copy of the order in council appointing Mr. Richard L. Drury, of Victoria, B.C., as a special officer of the Immigration Branch of the Department of the Interior in Japan. Presented 17th March, 1908, by Sir Wilfrid Laurier.. .. ..*Not printed.*

165. Return to an order of the House of Commons, dated 19th February, 1908, for a copy of all letters, telegrams, reports, documents and papers (so far as the same are not of a confidential character) in relation to the trial and conviction of one Frederick Blunden, for cattle stealing at Macleod, in the province of Alberta, in 1904. Presented 19th March, 1908.—*Mr. Ward*.. .. ..*Not printed.*

166. Return to an order of the Senate, dated the 17th March, 1908, for a copy of the Minutes of the meeting of the Standing Committee of the Senate on Railways, Telegraphs and Harbours, held on the 21st and 22nd of May, 1901, be laid on the table. Presented 18th March, 1908.—*Hon. Mr. Landry*.. .. ..*Not printed.*

167. Return to an order of the House of Commons, dated 23rd March, 1908, for a copy of the interim report of the commissioner appointed to investigate alleged irregularities at Sorel in connection with construction of piers on Lake St. Peter. Presented 23rd March, 1908.—*Hon. L. P. Brodeur*.. .. ..*Not printed.*

168. Return to an order of the House of Commons, dated 20th January, 1908, showing all fines imposed for violation of the Fisheries Act in Division No. 2, Nova Scotia, comprising the counties of Antigonish, Colchester, Cumberland, Guysborough, Halifax, Hants and Pictou showing the amount of each fine, dates on which same were imposed and paid, the place of trial in each case, the offence charged, and the names of the convicting justices or fishery officers. Presented 23rd March, 1908.—*Mr. Sinclair.*
Not printed.

169. Return to an address of the House of Commons, dated 11th March, 1908, for a copy of all orders in council, reports, correspondence, documents, letters and papers not already brought down, relating to a grant by His Majesty of any Indian reserves in the province of British Columbia to the Grand Trunk Pacific Railway Company, or to any officer of the company, or to any person on behalf of that company. Presented 24th March, 1908.—*Mr. Borden (Carleton)*.. .. ..*Printed for sessional papers*

170. Return to an order of the House of Commons, dated 20th January, 1908, showing the amount paid each year for provisions on each of the Government steamers for the last three fiscal years, the average complement of officers and men provisioned on each for each year, and the cost per man per day. Presented 24th March, 1908.—*Mr. Foster.*
Not printed.

171. Return to an order of the House of Commons, dated 12th February, 1908, for a copy of all petitions and correspondence relating to the establishment of a post office at Mill Settlement, West, and also at north side of Newcastle Creek, in the electoral division of Sunbury and Queen's. Presented 26th March, 1908.—*Mr. Wilmot*.. .. ..*Not printed.*

CONTENTS OF VOLUME 19—*Continued.*

171*a*. Return to an order of the House of Commons, dated 11th March, 1908, for a copy of all letters, petitions, correspondence and other papers in connection with the application to establish a post office at North Grove, in the county of Grenville. Presented 3rd April, 1908.—*Mr. Reid (Grenville)*.. .. ..*Not printed.*

171*b*. Return to an order of the House of Commons, dated 29th January, 1908, for a copy of all letters, telegrams and petitions, in possession of the Government, or any member or official thereof, respecting the dismissal of Mrs. Mary Finlay as postmistress at the head of St. Peter's Bay, and the appointment of her successor. Presented 3rd April, 1908.—*Mr. Martin (Queen's)*.. .. ..*Not printed.*

171*c*. Return to an order of the House of Commons, dated 18th December, 1907, showing the number of post offices receiving daily, tri-weekly, semi-weekly, and weekly mails, in each county of the provinces of New Brunswick and Nova Scotia, and the total postal revenue and expenditure in each of said counties. Presented 3rd April, 1908.—*Mr. Crocket*.. .. ..*Not printed.*

171*d*. Return to an order of the House of Commons, dated 16th March, 1908, for a copy of all correspondence, telegrams, petitions, &c., in possession of the Government or any member or official thereof, respecting the dismissal of Archibald McDonald as postmaster at Whim Road Cross, Prince Edward Island, and the appointment of William McGinnon as his successor. Presented 3rd April, 1908.—*Mr. Martin (Queen's).*
Not printed.

171*e*. Return to an order of the House of Commons, dated 11th December, 1907, showing what complaints respecting the inadequacy of postal service or delays therein, or respecting lack of or defects in postal facilities or means of communications, have been received by the Post Office Department since the 1st day of January, 1907, and the general nature of such complaints. Presented 29th April, 1908.—*Mr. Armstrong.*
Not printed

171*f*. Return to an order of the House of Commons, dated 9th March, 1908, for a copy of all petitions, letters of recommendation, written requests and correspondence with the government in connection with the opening of a Post Office Savings Bank in the post office at St. Gabriel de Brandon, in the province of Quebec. Presented 29th April, 1908.—*Mr. Monk*.. .. ..*Not printed.*

171*g*. Return to an order of the House of Commons, dated 9th March, 1908, for a copy of all correspondence, telegrams, petitions with signatures thereto, in possession of the Government, or any member or official thereof, respecting the removal of a post office from Angus McDonald's place in Pisquid, Prince Edward Island, to Russell Birt's, of the same place. Presented 29th April, 1908.—*Mr. Martin (Queen's)*.. .. ..*Not printed.*

171*h*. Return to an order of the House of Commons, dated 16th March, 1908, for a copy of all correspondence ,telegrams and petitions in the possession of the Government or any member or official thereof, respecting the dismissal of Alex. McLeod in 1905, as postmaster at Valleyfeld East, Prince Edward Island, and the appointment of his successor. Presented 29th April, 1908.—*Mr. McLean (Queen's)*.. .. ..*Not printed*

171*i*. Return to an address of the House of Commons, dated 26th February, 1908, for a copy of all correspondence, telegrams, reports, memoranda, resolutions and any information in the possession of the Government, relating to changes in postal charges or regulations within the past two years, between the United States and Canada. Presented 5th May, 1908.—*Mr. Armstrong*.. .. ..*Not printed*

171*j*. Return to an order of the House of Commons, dated 13th January, 1908, for a copy of all correspondence, telegrams, reports and memoranda, in possession of the Government, or any member or official thereof, respecting the establishment of daily mails and improvement of the mail service in the county of Queen's, Prince Edward Island. Presented 2nd May, 1908. *Mr. Martin (Queen's*. .. ..*Not printed.*

CONTENTS OF VOLUME 19—*Continued.*

172. Return to an order of the House of Commons, dated 26th February, 1908, showing what sums of money were paid during the fiscal years 1905-6 and 1906-7 by any department of the Government to the Steel Concrete Company, Limited; for what purpose such payments were made; what orders for work or material to be done or supplied by that company are now being filled, and the aggregate amount payable for same. Presented 26th March, 1908.—*Mr. Boyce*.. .. ..*Not printed.*

173. Return to an order of the House of Commons, dated 9th March, 1908, showing how many renewals of placer claims were granted by the Gold Commissioner at Dawson, on or subsequent to the 1st of August, 1906, at $10 each; why the fee of $15, as required by 6 Edward VII., chapter 39, was not collected in these cases; and what shortages were afterwards collected. Presented 27th March, 1908.—*Mr. Lennox*.. .. .. ..*Not printed.*

173*a*. Return to an order of the House of Commons, dated 9th March, 1908, showing how many renewals of placer claims were granted by the Assistant Gold Commissioner at Whitehorse on or subsequent to 1st of August, at $10 each; why the fee of $15, as required by 6 Edward VII., chapter 39, was not collected in these cases; and what shortages have been collected. Presented 30th March, 1908.—*Mr. Lennox*..*Not printed.*

174. Return to an order of the House of Commons, dated 8th January, 1908, showing: 1. What sums of money have been paid for advertising and printing, respectively, to the *Sun* and *Star* newspapers of St. John, N.B., the *Chronicle* of Halifax, the *Echo* and the Glace Bay *Gazette*, and the St. John *Globe*, during the following periods respectively: the fiscal years 1904-5, 1905-6, and from June 30, 1906, to date. 2. In what offices or job offices the printing is done for the *Sun, Star, Chronicle* and *Echo*. Presented 30th March, 1908.—*Mr. Foster*... .. ..*Not printed.*

174*a*. Return to an order of the House of Commons, dated 13th June, 1908, showing all sums of money paid by the Government, or any department or official thereof, during the years 1902, 1903, 1904, 1905, 1906 and 1907, for advertising, printing, or for any other purpose, or on any other account whatever, to the *Sault Express*, a newspaper published at Sault Ste. Marie, Ontario, or to any person or persons, firm or company for or in respect of any work done by said newspaper for the Government, or any department or official thereof; also showing what amounts, if any, are disputed and unpaid, and showing for what purpose such moneys were paid, and accounts were incurred, respectively, and by what departments, or officials of the Government. Presented 30th March, 1908.—*Mr. Boyce*.. .. ..*Not printed.*

174*b*. Return to an order of the House of Commons, dated 22nd January, 1908, showing what amount has been paid by the Dominion Government for all purposes, from 1st January, 1901, to 1st January, 1908, to the following papers: *Alberta Star*, Cardston: *Lethbridge Herald, Macleod Advance, Nanton News, The Frank Paper.* Presented 30th March, 1908.—*Mr. Herron*.. .. ..*Not printed.*

175. Return to an order of the House of Commons, dated 15th January, 1908, showing the various services on which Mr. Shepley, K.C., has been engaged by the Government since 1896, and the amount that has been paid him for salary and expenses for each. Presented 30th March, 1908.—*Mr. Foster*.... .. ..*Not printed.*

176. Return to an address of the House of Commons, dated 16th March, 1908, for a copy of all orders in council, letters, telegrams, correspondence and papers of every description and nature relating to the appointment of the Hon. Arthur Drysdale as justice of the Supreme Court of Nova Scotia, and especially all such documents as relate to the date of his acceptance of said appointment or the date of his declaration of intention to accept the same. President 30th March, 1908.—*Mr. Taylor*.. .. ..*Not printed.*

177. Return to an order of the House of Commons, dated 23rd March, 1908, showing how much has been paid to C. Boone or the Boone Company, since 1896, and the amount paid for work in each year at each point where same was performed by said party, firm or company. Presented 30th March, 1908.—*Mr. Bennett*.. .. ..*Not printed.*

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178. Maps and plans in connection with the Montreal, Ottawa and Georgian Bay Canal. Presented 30th March, 1908, by Hon. W. Pugsley.. .. ..*See 178b.*

178*a*. Further maps and plans in connection with the Montreal, Ottawa and Georgian Bay Canal. Presented 13th May, 1908, by Hon. W. Pugsley.. .. ..*See 178b.*

178*b*. Return to an order of the House of Commons, dated 6th July, 1908. Report of the engineer on the Georgian Bay Ship Canal, together with estimates, plans, &c., illustrating the project in its main features. Presented 6th July, 1908.—*Hon. W. Pugsley.*
Printed for both distribution and sessional papers.

179. Return to an order of the Senate, dated the 12th February, 1908, for a copy of: 1. The number of convicts under the age of twenty, and their respective nationalities. 2. The number of convicts from the age of twenty and upwards, and their nationalities, in each of the penitentiaries under Dominion control, for the years 1903, 1904, 1905, 1906 and 1907. Presented 31st March, 1908.—*Hon. Mr. Comeau*.. .. ..*Not printed.*

180. Return to an order of the Senate, dated the 18th February, 1908, showing with respect to the two routes of the Transcontinental Railway that were surveyed between Grand Falls and Chipman, in the province of New Brunswick, the estimated cost of each of the lines, that is to say: 1. The "Back Route," so-called. 2. The St John Valley route. With the following details: (*a*) Cubic yards of ordinary excavation and fills; (*b*) cubic yards of loose rock; (*c*) cubic yards of solid rock; (*d*) cubic yards of concrete; (*e*)miles of steel trestle and cost; (*f*)number and cost of bridges. And with respect to the "Back Routes," giving the last-mentioned details as regards the following subdivisions of that route: 1. Grand Falls and Tobique River. 2. Tobique River and Intercolonial Railway. 3. Intercolonial Railway and Chipman. And is it the intention to adopt a pusher grade in the route selected? Presented 31st March, 1908.—*Hon. Mr. Thompson*.. .. ..*Not printed.*

181. Return to an order of the House of Commons, dated 6th February, 1907, for a copy of all letters, accounts, vouchers, cheques, correspondence and documents relating to any amount paid to Mr. R. T. McIlreith, barrister, of Halifax, for legal services, by the Government of Canada, during each of the fiscal years ending, respectively, 30th day of June, 1902, 1903, 1904, 1905 and 1906. Also relating to all amounts similarly paid to any legal agent or representative of the Government at Halifax during each of the fiscal years ending respectively, 30th June, 1891, 1892, 1893, 1894, 1895, 1896 and 1897. Presented 1st April, 1908.—*Mr. Crocket*.. .. ..*Not printed.*

181*a*. Supplementary return to No. 181. Presented 3rd April, 1908.. .. ..*Not printed.*

182. Copy of order in council relative to the appointment of the Honourable Walter Cassels, a commissioner to investigate and report upon certain statements contained in the Report of the Civil Service Commission, reflecting upon the integrity of the officials of the Department of Marine and Fisheries. Presented 2nd April, 1908, by Sir Wilfrid Laurier.. .. ..*Not printed.*

182*a*. Correspondence between Sir Wilfrid Laurier and the Honourable Mr. Justice Cassels on the subject of the appointment of the latter to investigate and report upon certain statements contained in the Report of the Civil Service Commission, reflecting on the integrity of the officials of the Department of Marine and Fisheries. Presented 7th April, 1908, by Sir Wilfrid Laurier.. .. ..*Not printed.*

182*b*. Correspondence between the Honourable Mr. Aylesworth and the Honourable Mr. Justice Cassels on the subject of the appointment of the latter to investigate and report upon certain statements contained in the Report of the Civil Service Commission, reflecting on the integrity of the officials of the Department of Marine and Fisheries. Presented 19th April, 1908, by Sir Wilfrid Laurier.. .. ..*Not printed.*

182*c*. Letter of instructions from the Minister of Justice to George H. Watson, Esq., K.C., respecting the appointment of the latter as counsel to act with Honourable Mr. Justice Cassels in the investigation upon certain statements contained in the Report of the

CONTENTS OF VOLUME 19—*Continued.*

Civil Service Commission, reflecting on the integrity of the officials of the Department of Marine and Fisheries. Presented 1st May, 1908, by Hon. A. B. Aylesworth. *Not printed.*

182*d*. Return to an order of the House of Commons, dated 15th January, 1908, showing all commissions of inquiry appointed between 1896 and 1908, the dates of appointment thereof, the names of the commissioners appointed and the secretary and counsel, or others appointed to assist them, the purpose or object of each such commission, the date of report of each such commission, what legislation, if any, has been enacted in consequence of such commissions and reports, the cost of each such commission, including salaries, travelling expenses, witness fees, fees of counsel, and other assistants, and for printing, distinguishing each separately. Presented 5th May, 1908.—*Mr. Porter.* *Not printed.*

183. Return to an order of the House of Commons, dated 18th December, 1907, showing the various Marconi stations established by the Government, their location, the cost of construction and maintenance of each, the messages sent by each, the rate of tolls and the receipts, and all contracts, reports, papers and correspondence, in connection therewith. Presented 3rd April, 1908.—*Mr. Foster*.. .. ..*Not printed*

183*a*. Supplementary Return to No. 183. Presented 11th May, 1908.. .. ..*Not printed.*

184. Return to an order of the House of Commons, dated 17th February, 1908, showing what quality or quantity of goods or supplies have been furnished by the Office Specialty Company to the Dominion of Canada in every department of the service since 1896, and the total amount for each year. Presented 3rd April, 1908. *Mr. Bennett*..*Not printed.*

185. Return to an address of the House of Commons, dated 19th February, 1908, for a copy of a memorial addressed to His Excellency the Governor General, respecting a reference to the Privy Council in regard to the constitutionality of the Saskatchewan Act passed by the Legislative Assembly of the province of Saskatchewan on the 23rd May, 1906; together with a copy of all correspondence, telegrams or other communications, relating thereto, between the Dominion Government or any member thereof, and the Government of Saskatchewan or any member thereof. Presented 31st March, 1908.—*Mr. Lake*.. .. ..*Printed for sessional papers.*

186. Return to an order of the House of Commons, dated 29th January, 1908, for a copy of all reports, plans, specifications, tenders, correspondence, telegrams, and all other papers, documents, and other information in connection with the construction of the Hillsboro' Bridge and approaches, including land purchases necessary therefor. Presented 6th April, 1908.—*Mr. Lefurgey*.. .. ..*Not printed.*

187. Return to an order of the House of Commons, dated 10th February, 1908, showing what action, if any, has been taken by this Government since 19th March, 1903, which would have for its object the removal of the cattle embargo upon Canadian cattle entering Great Britain. 2. For a copy of a resolution said to have been passed some years ago by the committee on agriculture, which requested that the Minister of Agriculture of the Dominion should invite the ministers of the different provinces in the Dominion to form themselves into a committee, whose object was to lay before the Government of Great Britain the importance of removing the cattle embargo. 3. Also showing what efforts, if any, have been made by the Minister of Agriculture to comply with the wishes of the above-named committee so expressed; together with a copy of the report, if any, of the same to the House, and what efforts have been so made; with what reason, if any, the Government assigns for not taking action in the matter. Presented 6th April, 1908.—*Mr. Armstrong*.. .. ..*Not printed.*

188. Census and Statistics, Bulletin V., Agricultural Census of Ontario, Quebec and the Maritime Provinces, 1907. Presented 6th April, 1908, by Hon. S. A. Fisher..*Not printed.*

CONTENTS OF VOLUME 19—*Continued.*

189. Return to an address of the House of Commons, dated 30th March, 1908, for a copy of all memorials, documents, telegrams, and correspondence between the government of Prince Edward Island and the Government of Canada since 30th June, 1904, with respect to the non-fulfilment of the terms of union and for claims for damages in respect thereof. Presented 7th April, 1908.—*Mr. McLean (Queen's)*.. .. .. ..*Not printed.*

190. Return to an order of the House of Commons, dated 17th February, 1908, for a copy of all correspondence, telegrams, reports, memoranda, resolutions, and any other information in possession of the Government or any member or official thereof, respecting the construction of branch railway lines in Prince Edward Island. Presented 13th April, 1908.—*Mr. Martin (Queen's)*.. .. .. .

CONTENTS OF VOLUME 19—*Continued.*

statement showing what was the daily pay paid to the soldiers of these two corps and that which the militiamen belonging to Company No. 2 of the Ottawa Field Battery received at the same time, or that which was received by other corps of the Military District of Ottawa, which were also called out for active service. Presented 8th April, 1908.—*Hon. Mr. Landry*.. .. .. .

CONTENTS OF VOLUME 19—*Continued.*

papers in connection with the selling or otherwise disposing of 1,000 acres or any lands to the Calgary Power and Transmission Company (Limited). A statement showing an estimate of about the number of acres and territory owned by the Stony Indian Reserve, held in trust for the Indians, the said statement showing the quantity on each side of Bow river. Presented 13th April, 1908.—*Mr. Reid (Grenville)*.. .. ..*Not printed.*

203. Return to an address of the House of Commons, dated 29th January, 1908, for a copy of all correspondence, telegrams, memoranda and reports, between the Government and its officers and solicitors and the provincial or territorial governments, in regard to the cases taken to test the liability for taxation of the Canadian Pacific Railway Company in the cases Rural Municipality of North Cypress vs. Canadian Pacific Railway; Rural Municipality of Argyle vs. Canadian Pacific Railway; Springdale School District vs. Canadian Pacific Railway; together with copies of all judgments of the courts before whom the cases were tried, and of the refusal of the Judicial Committee of the Privy Council of the application for leave to appeal to that court. Presented 21st April, 1908.—*Mr. Lake*.. .. ..*Not printed.*

204. Copy of a Report of the Privy Council approved by His Excellency the Administrator on the 21st April, 1908, on a memorandum dated 20th April, 1908, from the Minister of Public Works, recommending that the order in council of the 30th March, 1908, providing for the continuation of certain contracts therein mentioned for dredging at various places in the provinces of Ontario and Nova Scotia be cancelled. Presented 23rd April, 1908, by Hon. W. Pugsley.. .. ..*Not printed.*

205. Return to an order of the House of Commons, dated 27th April, 1908, showing claims for damages to property, or personal injury or loss or damage on the Intercolonial Railway, which have been settled since 1st January, 1908; nature of the claims so settled; amount of damage claimed in each case; the settlements arrived at, and the names of the persons so settled with. Presented 27th April, 1908.—*Hon. G. P. Graham.* *Not printed.*

205*a*. Return to an order of the House of Commons, dated 6th April, 1908, for a copy of the Report of the Deputy Minister of Railways and Canals, and the Deputy Minister of Marine and Fisheries in reference to their meeting with delegates of the Boards of Trade of Prince Edward Island at Charlottetown in June last, to take into consideration the removal of the heavy freight and passenger rates on the Prince Edward Island Railway and the Intercolonial Railway, and on freight and passenger rates to and from Prince Edward Island; also all correspondence, telegrams, &c., in possession of the Government or any member or official relating thereto, and other questions discussed at said meeting. Presented 27th April, 1908.—*Mr. Martin (Queen's)*..*Not printed.*

205*b*. Return to an order of the House of Commons, dated 30th March, 1908, for a copy of all letters, telegrams and other documents relating to an accident which happened at Mulgrave, Nova Scotia, on the 3rd of December last, whreby Captain James Forrestall lost his life; and also the evidence taken at the investigation subsequently held by officers of the department and the report made thereon. Presented 7th May, 1908.—*Mr. Sinclair*.. .. ..

CONTENTS OF VOLUME 19—*Continued.*

205*e*. Return to an order of the House of Commons, dated 6th April, 1908, showing the number of tons of new steel rails lying along the line of the Intercolonial Railway unused, date when purchased, if required, and when to be used. Presented 18th May, 1908.—*Mr. Reid (Grenville)*.. .. ..*Not printed.*

205*f*. Return to an order of the House of Commons, dated 6th April, 1908, showing the number of locomotives in service on the Intercolonial Railway on the several Sundays in the months of October, November and December, 1907, hauling freight trains. Presented 18th May, 1908.—*Mr. Reid (Grenville)*.. .. ..*Not printed.*

205*g*. Return to an order of the Senate, dated the 12th May, 1908, for a copy of all the correspondence exchanged in 1906 and 1907, between Mr. L. C. A. Casgrain, of Nicolet, and Messrs. J. Butler, Deputy Minister of Railway and Canals, and T. C. Burpee, engineer, or any other persons in the Department of Railways and Canals, on the subject of the fences along the line of the Intercolonial Railway across the county of Nicolet and the neighbouring counties. Presented 21st May, 1908.—*Hon. Mr. Landry*.. .. .. ..*Not printed.*

205*h*. Return to an order of the House of Commons, dated 10th June, 1908, for copies of all accounts, vouchers, correspondence and other papers relating to a payment of $8,399.68 to K. Falconer in connection with New Accounting System on Government Railways, as set out at Page W—192, Report Auditor General, 1906. Presented 10th June, 1908.—*Hon. G. P. Graham*.. .. ..*Not printed.*

205*i*. Return to an order of the House of Commons, dated 6th April, 1908, for a copy of all correspondence, telegrams, reports and recommendations in possession of the Government, or any member or official thereof, with respect to improved railway service on the Belfast and Murray Harbour Branch Railway. Presented 10th June, 1908.—*Mr. Martin (Queen's)*.. .. ..*Not printed.*

206. Return to an order of the House of Commons, dated 18th March, 1908, for a copy of all papers necessary to bring the information contained in Sessional Paper No. 90, 1907, up to date. (Robins Irrigation Company.) Presented 28th April, 1908.—*Mr. Ames.*
Not printed.

207. Certified copies of Reports of the Committee of the Privy Council, dated 30th March, 1908, and 16th April, 1908, approved by His Excellency the Administrator, and of the 28th April, 1908, approved by His Excellency the Governor General, on certain estimates of expenses in connection with the celebration of the founding of Quebec by Samuel de Champlain, submitted by the National Battlefields Commission for the sanction and approval of the Governor General in Council. Presented 30th April, 1908, by Sir Wilfrid Laurier.. .. ..*Printed for sessional papers.*

208. Return to an order of the House of Commons, dated 6th April, 1908, for a copy of all correspondence, reports, telegrams, resolutions, petitions, &c., in possession of the Government or any member or official thereof, respecting the demand of the Charlottetown Board of Trade or any person in Prince Edward Island, for federal legislation to give sailing vessels and steamers equal rights in their proper loading turns at the coal ports in Nova Scotia and Cape Breton. Presented 5th May, 1908.—*Mr. Martin (Queen's).*
Not printed.

209. Return to an address of the Senate, dated 10th April, 1908, showing: 1. The number of automatic low pressure acetylene gas buoys which have been purchased by the Government during the years 1904-5-6-7 from the International Marine Signal Company, of Ottawa, giving each year separate, and the prices paid for the same. 2. Whether tenders were called for their supply; if so how many tenders were received, from whom, and the prices at which they were offered. 3. How many other gas buoys, beacons, whistling buoys and light appliances were purchased from the same company during the same period of time, the prices paid for the same; whether any tenders were called for; if so, the names of the tenderers and the prices asked. 4. The quantity of the carbide purchased by the Government during the years 1903-4-5-6-7, the price paid, from

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whom purchased and whether by tender or otherwise. Presented 6th May, 1908.—*Hon. Sir Mackenzie Bowell*.. .. .. .

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217. Return to an order of the House of Commons, dated 11th December, 1907, for a copy of all correspondence, contracts and appointments of overseers in respect to Port Burwell Harbour, in the county of Elgin, Ontario, since 1st January, 1907; also a return showing pay-sheets, amount of new material used, from whom purchased, of all day or contract work on the said harbour, giving names of overseers and by whom appointed for the same. Presented 26th May, 1908.—*Mr. Marshall*.. .. ..*Not printed.*

218. Return to an order of the House of Commons, dated 6th May, 1908, showing the names of all persons who furnished supplies to the steamer *Petrel* between the 31st March, 1907, and 30th April, 1908, the amount paid to each such person, and the date of each payment. Presented 4th June, 1908.—*Mr. Chisholm (Huron)*.. .. ..*Not printed.*

219. Return to an order of the House of Commons, dated 19th February, 1908, (a) showing the revenue contributed by the province of British Columbia for each and every year from 1872-3 to 1905, inclusive, under the following heads: 1. Customs. 2. Chinese Immigration. 3. Inland Revenue, Excise, Weights and Measures, Gas Inspection, Electric Light Inspection, Methylated Spirits, Sundries. 4. Post Offices. 5. Public Works, Telegraphs, Esquimalt Graving Dock, Casual. 6. Experimental Farm. 7. Penitentiary. 8. Marine and Fisheries, Sick Mariners' Fund, Steamboat Inspection, examination of Masters and Mates, Casual and Harbours, Fisheries. 9. Superannuation. 10. Dominion Lands and Timber. 11. Vancouver Assay Office. 12. Miscellaneous. 13. Public Debt. 14. Any other source. And (*b*)showing expenditure by the Dominion of Canada on account of the province of British Columbia, for each and every year from 1872-3 to 1905, inclusive, under the following heads : 1. Public Debt. 2. Charges of Management. 3. Lieutenant Governor. 4. Administration of Justice, Judges, &c. 5. Penitentiary. 6. Experimental Farm. 7. Quarantine. 8. Immigration. 9. Pensions, &c. 10. Militia. 11. Public Works, Buildings, Harbours and Rivers, Dredging. 12. Telegraphs, Agency. 13. Mail subsidy. 14. Marine and Fisheries, Dominion Steamers, Lighthouses, Meteorological Marine Hospital, Steamboat Inspection, Miscellaneous, Fisheries, Fisheries Inspection, Hatcheries. 15. Indians. 16. Subsidies. 17. Dominion Lands. 18. Customs. 19. Inland Revenue, Excise, Weights and Measures, Gas and Electric Light. 20. Esquimalt Dry Dock. 21. Post Office. 22. Chinese Immigration. 23. Defences, Esquimalt. 24. Chinese Immigration Inquiry. 25. Bounty on Minerals. 26. Miscellaneous. 27. Vancouver Assay Office. 28. Railway Subsidies. 29. Any other source. Presented 10th July, 1908.—*Mr. Ross (Yale-Cariboo)*..*Printed for distribution.*

220. Return to an order of the House of Commons, dated 3rd February, 1908, showing during the last ten years how much money has been expended by years by this Government for printing and lithographing done outside of Canada; and for what reason such work was done out of Canada. Presented 4th June, 1908.—*Mr. Macdonell* .*Not printed.*

221. Return to an order of the House of Commons, dated 5th June, 1908, for a copy of the evidence taken in the *Montcalm-Milwaukee* collision case, and a copy of the decision of the wreck commissioner and of the assessors on the collision. Presented 5th June, 1908.—*Hon. L. P. Brodeur*.. .. ..*Not printed.*

222. Return to an order of the House of Commons, dated 13th January, 1908, for the production of the following: 1. A copy of the appointment of Doctor Edmond Savard, of Chicoutimi, as paymaster for the county of Chicoutimi. 2. A copy of the instructions given to him as such regarding the validity of the receipts. 3. A copy of all correspondence that took place between Doctor Edmond Savard and the Department of Public Works of Canada in regard to the St. Fulgence pier, in the county of Chicoutimi. 4. A copy of all correspondence that took place between the Auditor General and the Department of Public Works regarding the said Doctor Edmond Savard, paymaster, concerning the St. Fulgence pier. 5. A copy of all the pay lists in connection with the said St. Fulgence pier during the period of time that the said Doctor Savard

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was paymaster. 6. A copy of all the pay lists for works done to the wharfs of Chicoutimi and St. Alexis during the time that the said Doctor Savard was paymaster. Presented 9th June, 1908.—*Mr. Bergeron*.. .. ..*Not printed.*

223. Return to an order of the House of Commons, dated 11th March, 1908, showing: 1. All lands or interests in lands granted by the Government to the Temperance Colonization Society, together with the dates of such grants, description of lands granted, consideration paid, or terms upon which such lands were granted, and all other particulars of sale. 2. Showing the terms of settlement or otherwise upon which such lands were granted, or held by the Society, and the conditions or regulations in force from time to time regarding such grants, and the holding thereof respectively. 3. Showing wherein or in what respect and with respect to what lands, the said Society lived up to, and complied with such conditions and regulations, and wherein the Society failed to comply therewith. 4. Showing what lands, if any, have been reclaimed by the oGvernment from the Society for such non-compliance with such terms and conditions, or for any other cause or reason. 5. Showing what lands the said Society still hold, as far as known. 6. Showing whether the said Society is still in existence, and if so, who compose the same as far as known. 7. Also for a copy of all correspondence, reports, memoranda, orders in council, or other documents in possession of the Government, relating to the said Society or the lands granted thereto. Presented 10th June, 1908.—*Mr. Macdonell*.. .. ..*Not printed.*

224. Return to an order of the House of Commons, dated 13th January, 1908, showing the number of men and the quantity of supplies, material and mails transported on Government account over the Qu'Appelle, Long Lake and Saskatchewan Railway, the Calgary and Edmonton Railway, the Lake Manitoba Railway and Canal Company, and the Winnipeg Great Northern Railway, with the cost of same at current transport rates, since the beginning of the contract arrangements made with each, up to date. Presented 17th June, 1908.—*Mr. Foster*.. .. ..*Not printed.*

225. Supplementary Return to an order of the House of Commons, dated 17th December, 1906, for: 1. A copy of all leases and agreements between the Government, represented by the Department of Marine and Fisheries, and (*a*) the Athabasca Fish Company (J. K. McKenzie, Selkirk, Manitoba), or their assigns, Messrs. Butterfield & Dee; (*b*) A. McNee, Windsor, Ontario; (*c*) the British American Fish Corporation, of Montreal and Selkirk (F. H. Markey). 2. A copy of all reports, correspondence or documents, relating to or touching upon the application for securing of, transfer of, or enjoyment of any privileges under said leases. 3. A statement of all rentals, bonuses, or payments to the Government in respect of such leases to date. 4. All information in the possession of or procurable by the Government with reference to (*a*) the number of tugs, boats and men employed; (*b*) the quantity and value of nets used; (*c*) the number and value of fish taken; (*d*) the quantity of fish exported under each of said leases during the last period of twelve months, for which such figures are available. Presented 26th June, 1908. *Mr. Lennox*.. .. ..*Not printed.*

226. Return to an order of the House of Commons, dated 23rd March, 1908, for a copy of all contracts, papers and other documents between the Government or the Department of Militia and Defence, or any one acting for or on its behalf, and the Sutherland Rifle Sight Company, or any one acting for or on its behalf, relating to the purchase of rifle sights or any other materials. Presented 26th June, 1908 *Mr. Worthington*.. .. ..*Not printed.*

227. Return to an order of the Senate, dated 18th June, 1908, showing the tonnage entered at St. John, N.B., and Halifax, N.S., for the years 1905, 1906 and 1907. Also the value of imports for the same years at St. John, N.B., and Halifax, N.S., and also the value of exports for same year from St. John, N.B., and Halifax, N.S. Presented 7th July, 1908.—*Hon. Mr. Domville*. .. ..*Not printed.*

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228. Return to an order of the House of Commons, dated 13th July, 1908, for a copy of a memorandum by Major General P. H. N. Lake, C.B., C.M.G., Inspector General, upon that portion of the Report of the Civil Service Commissioners, 1908, which deals with the Military Administration of the Militia. Presented 13th July, 1908.—*Sir Frederick Borden*.. .. ..*Printed for distribution.*

229. Return to an order of the House of Commons, dated 18th January, 1908, showing the population of each town, village or other place in Canada, in which any public building has been erected at the expense of Canada since 1st January, 1897, or for a public building in which any public money has been voted, expended or appropriated since that date, together with a statement of the amount voted, expended or appropriated in each case, the total cost of each such building, the estimated total cost of any such building not yet completed, the purpose of each such building in each instance, the cost of the annual maintenance and upkeep thereof; and so that the said statement shall show the information aforesaid by division of the said towns, villages or other places in the following classes: Those having a population not exceeding 2,000, 3,000, 4,000, 5,000, 6,000, 7,000, 8,000, 9,000, 10,000; also giving the names of all other towns and villages in Canada of each of the said classes in which no such public buildings have been erected up to the present time. Presented 13th July, 1908.—*Mr. Borden (Carleton).*
Not printed.

230. Return to an address of the Senate, dated 2nd July, 1908, showing: 1. The names of all senators and members of the House of Commons who have been appointed to office of emolument during the years 1896-7-8-9, 1900-1-2-3-4-5-6-7 and 8. 2. The name of the office to which each senator and member was appointed. 3. The salary attached to each office. Presented 14th July, 1908.—*Hon, Mr. Landry*.. .. ..*Not printed.*

231. Return to an order of the House of Commons, dated 10th February, 1908, for a copy of all petitions, letters, correspondence, reports, documents, papers, and other information in relation to the granting of a license in the year 1905 to E. H. McLennan and G. A. Redmond, both of River John, Nova Scotia, for the erection of a factory and to fish lobsters, with the date of such license. Presented 16th July, 1908.—*Mr. McLean (Queen's)*.. .. ..*Not printed.*

231*a*. Return to an address of the House of Commons, dated 23rd March, 1908, for a copy of all correspondence, telegrams, petitions, orders in council, applications for licenses, in possession of the Government or any member or official thereof, respecting the granting of lobster fishing and packing licenses in Prince Edward Island for the years 1904, 1905, 1906 and 1907-8, and the report of the inspectors thereon. Presented 18th July, 1908. *Mr. Martin (Queen's)*. .. ..*Not printed.*

232. Return to an order of the House of Commons, dated 16th December, 1907, showing: The amounts paid by the various departments of the Government since July, 1896, for sites for the following purposes, respectively: (*a*) court houses, (*b*) Royal Northwest Mounted Police purposes; (*c*) jails or penitentiaries; (*d*) armouries; (*e*) post offices; (*f*) Dominion lands office; (*g*) land titles offices; (*h*) customs offices, (*i*) inland revenue; (*j*) weights and measures; (*k*) other Dominion Government purposes, in the following villages, towns or cities, respectively: Winnipeg, Brandon, Regina, Moosejaw, Medicine Hat, Lethbridge, Calgary, Macleod, Cardston, Pincher Creek, Red Deer, Lacombe, Wetaskiwin, Edmonton, Battleford, Prince Albert, Saskatoon, Yorkton and Dauphin. Presented 17th July, 1908.—*Mr. McCarthy (Calgary)*.. .. ..*Not printed*

233. Return to an address of the House of Commons, dated 30th March, 1908, for a copy of specifications, tenders, contracts, orders in council, extension or renewal of contracts in connection with Quebec Harbour improvements in 1903, and subsequently; and of all letters, correspondence and memoranda in connection therewith; and also a statement of the sums of money paid on account of the work in and subsequent to 1903. Presented 17th July, 1908.—*Mr. Lennox*.. .. ..*Not printed.*

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234. Copy of a telegram from the Canadian Manufacturers' Association relative to the woollen industries, and Sir Wilfrid Laurier's reply thereto. Presented 18th July, 1908, by Sir Wilfrid Laurier.. .. .. *Not printed.*

234*a*. Correspondence, &c., from the Canadian Manufacturers' Association relating to the woollen industries in Canada. Presented 20th July, 1908, by Sir Wilfrid Laurier. *Not printed.*

235. Return to an order of the Senate, dated 6th May, 1908, calling for copies of all correspondence with the Department of Inland Revenue and officers, referring to analysis of fertilizers and for the decision of the department on questions raised during the years 1906, 1907 and 1908 to date. Presented 18th July, 1908. *Hon. Mr. Domville.* *Not printed.*

COLONIAL CONFERENCE
1907

HELD AT THE COLONIAL OFFICE, DOWNING STREET,
LONDON, FROM THE 15TH APRIL TO
THE 14TH MAY, 1907

MINUTES OF PROCEEDINGS

Being Sessional Paper No. 58 of the Parliament of Canada. Session 1907-8

PRINTED BY ORDER OF PARLIAMENT

OTTAWA
PRINTED BY S. E. DAWSON, PRINTER TO THE KING'S MOST
EXCELLENT MAJESTY
1908

[No. 58, 1908]

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RESOLUTIONS.

The following Resolutions were unanimously agreed to by the Conference, except where otherwise stated:—

I.

CONSTITUTION OF THE IMPERIAL CONFERENCE.

That it will be to the advantage of the Empire if a Conference, to be called the Imperial Conference, is held every four years, at which questions of common interest may be discussed and considered as between His Majesty's Government and His Governments of the self-governing Dominions beyond the seas. The Prime Minister of the United Kingdom will be *ex officio* President, and the Prime Ministers of the self-governing Dominions *ex officio* members, of the Conference. The Secretary of State for the Colonies will be an *ex officio* member of the Conference and will take a chair in the absence of the President. He will arrange for such Imperial Conferences after communication with the Prime Ministers of the respective Dominions.

Such other Ministers as the respective Governments may appoint will also be members of the Conference—it being understood that, except by special permission of the Conference, each discussion will be conducted by not more than two representatives from each Government, and that each Government will have only one vote.

That it is desirable to establish a system by which the several Governments represented shall be kept informed during the periods between the Conferences in regard to matters which have been or may be subjects for discussion, by means of a permanent secretarial staff, charged, under the direction of the Secretary of State for the Colonies, with the duty of obtaining information for the use of the Conference, of attending to its resolutions, and of conducting correspondence on matters relating to its affairs.

That upon matters of importance requiring consultation between two or more Governments which cannot conveniently be postponed until the next Conference, or involving subjects of a minor character or such as call for detailed consideration, subsidiary Conferences should be held between representatives of the Governments concerned specially chosen for the purpose.

II.

COLONIAL REPRESENTATION ON THE COMMITTEE OF IMPERIAL DEFENCE.

That the Colonies be authorized to refer to the Committee of Imperial Defence, through the Secretary of State, for advice any local questions in regard to which expert assistance is deemed desirable.

That whenever so desired, a representative of the Colony which may wish for advice should be summoned to attend as a member of the Committee during the discussion of the questions raised.

III

GENERAL STAFF FOR THE SERVICE OF THE EMPIRE.

That this Conference welcomes and cordially approves the exposition of general principles embodied in the statement of the Secretary of State for War, and, without wishing to commit any of the Governments represented, recognises and affirms the need of developing for the service of the Empire a General Staff, selected from the forces of the Empire as a whole, which shall study military science in all its branches, shall collect and disseminate to the various Governments military information and intelligence, shall undertake the preparation of schemes of defence on a common principle, and, without in the least interfering in questions connected with command and administration, shall, at the request of the respective Governments, advise as to the training, education, and war organisation of the military forces of the Crown in every part of the Empire.

IV.

EMIGRATION.

That it is desirable to encourage British emigrants to proceed to British Colonies rather than foreign countries.

That the Imperial Government be requested to co-operate with any Colonies desiring immigrants in assisting suitable persons to emigrate.

V.

JUDICIAL APPEALS.

The Conference agreed to the following finding:—

The Resolution of the Commonwealth of Australia, 'That it is desirable to establish an Imperial Court of Appeal,' was submitted and fully discussed.

The Resolution submitted by the Government of Cape Colony was accepted, amended as follows:—

This Conference, recognising the importance to all parts of the Empire of the appellate jurisdiction of His Majesty the King in Council, desires to place upon record its opinion—

(1) That in the interests of His Majesty's subjects beyond the seas it is expedient that the practice and procedure of the Right Honourable the Lords of the Judicial Committee of the Privy Council be definitely laid down in the form of a code of rules and regulations.

(2) That in the codification of the rules regard should be had to the necessity for the removal of anachronisms and anomalies, the possibility of the curtailment of expense, and the desirability of the establishment of courses of procedure which would minimise delays.

(3) That, with a view to the extension of uniform rights of appeal to all Colonial subjects of His Majesty, the various Orders in Council, instructions to Governors, charters of justice, ordinances, and proclamations upon the subject of the appellate jurisdiction of the Sovereign, should be taken into consideration for the purpose of determining the desirability

of equalising the conditions which gave right of appeal to His Majesty.

(4) That much uncertainty, expense, and delay would be avoided if some portion of His Majesty's prerogative to grant special leave to appeal in cases where there exists no right of appeal were exercised under definite rules and restrictions.

The following Resolutions, presented to the Conference by General Botha and supported by the representatives of Cape Colony and Natal, were accepted:—

(1) That when a Court of Appeal has been established for any group of Colonies geographically connected, whether federated or not, to which appeals lie from the decisions of the Supreme Courts of such Colonies, it shall be competent for the Legislature of each such Colony to abolish any existing right of appeal from its Supreme Court to the Judicial Committee of the Privy Council.

(2) That the decisions of such Court of Appeal shall be final, but leave to appeal from such decisions may be granted by the said Court in certain cases prescribed by the statute under which it is established.

(3) That the right of any person to apply to the Judicial Committee of the Privy Council for leave to appeal to it from the decision of such Appeal Court shall not be curtailed.

VI.

Preferential Trade.

[*The following Resolutions of the Conference of* 1902 *were reaffirmed by the Members of the Conference, with the exception of His Majesty's Government, who was unable to give its assent, so far as the United Kingdom was concerned, to a reaffirmation of the Resolutions in so far as they imply that it is necessary or expedient to alter the fiscal system of the United Kingdom.*]

1. That this Conference recognizes that the principle of preferential trade between the United Kingdom and His Majesty's Dominions beyond the seas would stimulate and facilitate mutual commercial intercourse, and would, by promoting the development of the resources and industries of the several parts, strengthen the Empire.

2. That this Conference recognizes that, in the present circumstances of the Colonies, it is not practicable to adopt a general system of Free Trade as between the Mother Country and the British Dominions beyond the seas.

3. That with a view, however, to promoting the increase of trade within the Empire, it is desirable that those Colonies which have not already adopted such a policy should, as far as their circumstances permit, give substantial preferential treatment to the products and manufactures of the United Kingdom.

4. That the Prime Ministers of the Colonies respectfully urge on His Majesty's Government the expediency of granting in the United Kingdom preferential treatment to the products and manufactures of

the Colonies, either by exemption from or reduction of duties now or hereafter imposed.

5. That the Prime Ministers present at the Conference undertake to submit to their respective Governments, at the earliest opportunity, the principle of the resolution, and to request them to take such measures as may be necessary to give effect to it.

VII.

Commercial Relations.

That, without prejudice to the Resolutions already accepted or the reservation of His Majesty's Government, this Conference, recognising the importance of promoting greater freedom and fuller development of commercial intercourse within the Empire, believes that these objects may be best secured by leaving to each part of the Empire liberty of action in selecting the most suitable means for attaining them, having regard to its own special conditions and requirements, and that every effort should be made to bring about co-operation in matters of mutual interest.

VIII.

Commercial Relations and British Shipping.

That it is advisable, in the interests both of the United Kingdom and His Majesty's Dominions beyond the seas, that efforts in favour of British manufactured goods and British shipping should be supported as far as is practicable.

IX.

Preferential Trade.

[*The following Resolution was agreed to by the members of the Conference, with the exception of Sir Wilfrid Laurier, who was absent, and whose vote was not recorded, of General Botha, who did not support it, and of the representatives of His Majesty's Government, who dissented.*]

That while affirming the Resolution of 1902, this Conference is of opinion that, as the British Government, through the South African Customs Union—which comprises Basutoland and the Bechuanaland Protectorate—do at present allow a preference against foreign countries to the United Kingdom, Canada, Australia, New Zealand, and all other British Possessions granting reciprocity, His Majesty's Government should now take into consideration the possibility of granting a like preference to all portions of the Empire on the present dutiable articles in the British tariff.

X.

Navigation Laws and Coastwise Trade.

[*The following Resolution was agreed to by the members of the Conference, with the exception of His Majesty's Government, who dissented, in respect of the inclusion of the words dealing with trade between the Mother Country and the Colonies.*]

That the Resolution of the Conference of 1902, which was in the following terms, be reaffirmed:—

"That it is desirable that the attention of the Governments of the Colonies and the United Kingdom should be called to the present state of the Navigation Laws in the Empire, and in other countries, and to the advisability of refusing the privileges of coastwise trade, including trade between the Mother Country and its Colonies and possessions, and between one Colony or possession and another, to countries in which the corresponding trade is confined to ships of their own nationality, and also to the laws affecting shipping, with a view of seeing whether any other steps should be taken to promote Imperial trade in British vessels."

XI.

Treaty Obligations.

That the Imperial Government be requested to prepare, for the information of Colonial Governments, statements showing the privileges conferred and the obligations imposed on the Colonies by existing commercial treaties, and that inquiries be instituted to ascertain how far it is possible to make those obligations and benefits uniform throughout the Empire.

XII.

Preferential Trade Arrangements and Treaty Questions.

That all doubts should be removed as to the right of the self-governing Dependencies to make reciprocal and preferential fiscal agreements with each other and with the United Kingdom, and further, that such right should not be fettered by Imperial treaties or conventions without their concurrence.

XIII.

Uniformity in Trade Marks and Patents.

That it is desirable that His Majesty's Government, after full consultation with the self-governing Dominions, should endeavour to provide for such uniformity as may be practicable in the granting and protection of trade marks and patents.

XIV.

Uniformity in Trade Marks and Statistics.

That it is desirable, so far as circumstances permit, to secure greater uniformity in the trade statistics of the Empire, and that the note prepared on this subject by the Imperial Government be commended to the consideration of the various Governments represented at this Conference.

XV.

Uniformity of Common Law.

That it is desirable, so far as circumstances permit, to secure greater uniformity in the company laws of the Empire, and that the memorandum and analysis prepared on this subject by the Imperial Government be commended to the consideration of the various Governments represented at this Conference.

XVI.

Reciprocity in Admission of Land Surveyors to Practice.

That it is desirable that reciprocity should be established between the respective Governments and examining authorities throughout the Empire with regard to the examination and authorisation of land surveyors, and that the memorandum of the Surveyors' Institute on this subject be commended for the favourable consideration of the respective Governments.

XVII.

International Penny Postage.

That in view of the social and political advantages and the material commercial advantages to accrue from a system of international penny postage, this Conference recommends to His Majesty's Government the advisability, if and when a suitable opportunity occurs, of approaching the Governments of other States, members of the Universal Postal Union, in order to obtain further reductions of postage rates, with a view to a more general, and, if possible, a universal, adoption of the penny rate.

XVIII.

Imperial Cable Communication.

1. That in the opinion of this Conference the provision of alternative routes of cable communication is desirable; but in deciding upon such routes, the question of the strategic advantage should receive the fullest consideration.

2. That landing licenses should not operate for a longer period than 20 years, and that when subsidies are agreed to be paid, they should be arranged on the "standard revenue" principle—*i.e.*, half the receipts after a fixed gross revenue has been earned to be utilised for the extinguishment of the subsidy and, by agreement, for the reduction of rates.

XIX.

Naturalisation.

That with a view to attain uniformity so far as practicable, an enquiry should be held to consider further the question of naturalisation, and in particular to consider how far and under what conditions naturalisation in one part of His Majesty's dominions should be effective in other parts of those dominions, a subsidiary Conference to be held if necessary under the terms of the Resolution adopted by this Conference on 20th April last.

XX.

Development of Communications within the Empire.

That in the opinion of this Conference the interests of the Empire demand that in so far as practicable its different portions should be connected by the best possible means of mail communication, travel, and transportation:

That to this end it is advisable that Great Britain should be connected with Canada, and through Canada with Australia and New Zealand, by the best service available within reasonable cost:

That for the purpose of carrying the above project into effect such financial support as may be necessary should be contributed by Great Britain, Canada, Australia, and New Zealand in equitable proportions.

XXI.

The members of this Conference, representing the Self-Governing Colonies, desire, before they separate, to convey to Lord Elgin, their warm and sincere appreciation of the manner in which he has presided over their deliberations, as well as of the many courtesies which they have received from him: they desire also to put on record the deep sense of gratitude which they feel for the generous hospitality which has been extended to them by the Government and people of the United Kingdom.

COLONIAL CONFERENCE, 1907.

First Day. 15th April, 1907.

MINUTES OF THE PROCEEDINGS OF THE COLONIAL CONFERENCE, 1907.

FIRST DAY.

HELD AT THE COLONIAL OFFICE, DOWNING STREET, MONDAY, 15TH APRIL, 1907.

The following Members of the Conference were present:—The Secretary of State for the Colonies (the Right Hon. the EARL OF ELGIN, K.G.) in the chair; the Prime Minister of Canada (the Right Hon. Sir WILFRID LAURIER, G.C.M.G.); the Prime Minister of Australia (the Hon. ALFRED DEAKIN); the Prime Minister of New Zealand (the Hon. Sir J. G. WARD, K.C.M.G.); the Prime Minister of Cape Colony (the Hon. L. S. JAMESON, C.B.); the Prime Minister of Natal (the Hon. R. F. MOOR); and the Prime Minister of the Transvaal (General the Hon. LOUIS BOTHA).

The following Colonial Ministers were present:—The Hon. Sir F. W. BORDEN, K.C.M.G. (Canada); the Hon. Sir W. LYNE, K.C.M.G. (Australia); and the Hon. Dr. SMARTT (Cape Colony).

The Prime Minister of the United Kingdom (the Right Hon. Sir H. CAMPBELL-BANNERMAN, G.C.B.) was present, together with the following Members of His Majesty's Government:—The Right Hon. JOHN MORLEY, O.M.; the Right Hon. R. B. HALDANE, K.C.; the Right Hon. LORD TWEEDMOUTH; the Right Hon. JOHN BURNS; and the Right Hon. D. LLOYD-GEORGE. There were also present Mr. WINSTON CHURCHILL, Parliamentary Under-Secretary of State for the Colonies; Sir FRANCIS HOPWOOD, K.C.B., the Permanent Under-Secretary of State for the Colonies; Sir J. L. MACKAY, G.C.M.G., K.C.I.E., on behalf of the India Office; the Assistant Under-Secretaries of State for the Colonies; the Secretaries to the Conference; the Private Secretaries to the Secretary of State for the Colonies and to the Colonial representatives.

CHAIRMAN: Gentlemen, the Members of the Conference having all assembled, with the exception of Sir Robert Bond, who is detained for a day or two, I assume that we may now proceed to business. Before doing so, I have the honour to read the following telegram which has been received from His Majesty the King: "At "the first meeting to-day of the Colonial Conference, I wish you to "convey to the Prime Ministers and representatives of my self-"governing Colonies, a warm welcome on my behalf, and to inform "them that I shall look forward with pleasure to receiving them on

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"my return to England. The questions which will be submitted to "the Conference for discussion, involving matters of weighty in- "terest, not merely to the Colonies there represented, but to the "British Empire at large, will, I am sure, receive the most careful "attention, and I am confident that the decisions arrived at will "tend towards the closer union of my Colonies to the Mother Country "and to each other, and to the strengthening and consolidation of "my Empire."

Gentlemen, may I, in a single word on my own behalf, offer a welcome to those who have come to attend this Conference. For the rest it is, I am sure, a gratification to all—as it is especially to myself—that my Right Hon. friend on my right has been able to attend this meeting, and without further preface I will ask the Prime Minister to address the Conference.

The PRIME MINISTER: It is a great pleasure to me to respond to the invitation of Lord Elgin that I should welcome, as I do most sincerely in the name of His Majesty's Government, the Prime Ministers of the great self-governing communities beyond the seas, who are now for the fourth time gathered together in the capital of the Mother Country for consultation on matters affecting their common interests and ours. You are all of you friends, most of you personal friends, some of you old personal friends of myself and the Ministers with whom you have come to confer. Sir Wilfrid Laurier has, if I may use a slang expression of the day, a "record performance"; he has been here on each occasion. Mr. Deakin, now speaking for the Commonwealth of Australia, attended as Chief Secretary of the Colony of Victoria, the earliest Conference in 1887, a gathering, which, as we all remember, was not restricted to the self-governing Colonies or to the Prime Ministers. Sir Robert Bond, as Lord Elgin has said, has not yet arrived. He took part in the previous Conference; but the other Prime Ministers are here for the first time in this capacity, and I wish to extend a special greeting to General Botha, the Benjamin of the Brotherhood, if I may use that phrase, the first Prime Minister of the Transvaal, whose presence in our councils I am sure you will welcome as cordially as do His Majesty's Government. I should have been glad if he could have been accompanied by the Prime Minister of the Orange River Colony, but that has been impossible because its constitution could not be brought into effect in time, and I may perhaps throw in the observation that there will be no avoidable delay in establishing it. The absence of the heads of so many Governments from the sphere of their activity, must, I am afraid, have occasioned great inconvenience and considerable public as well as personal sacrifices, but we sincerely trust that your presence in council will justify these sacrifices, that it will offer solid compensation for the long journey you have undertaken, and for the time which you are about to devote to a discussion of the matters which are of common concern to us all.

Gentlemen, whatever be the value and whatever be the issue of your deliberations, it is with the greatest gratification that we welcome you, and warm as I know your attachment and devotion to the Mother Country to be, I can assure you the feeling of affectionate interest and pride entertained within the shores of the Old Country is not to be surpassed even by your warmest sentiments. But I need not dwell upon the expression of your cordial relations; in fact

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I am sure that in private life those who are united by the most sacred ties of relationship and the sincerest affection gain in the estimation of their neighbours by the too frequent and effusive protestation or exhibition of their feeling toward each other. I am not therefore disposed to occupy much of your time in mere declarations of our friendly attachment to each other, and our common solicitude for our joint and individual interests, but I would rather follow, what I think is really the more significant course, of taking all this for granted.

You will have a long programme of business before you, and I do not propose to do more—I do not think I am called upon to do more—than just to glance at some of the matters which have brought you together; but I should like to observe at this point—and there is sometimes, apparently, in the minds of men a mistake on this subject—that this is not a conference between the Premiers and the Colonial Secretary, but between the Premiers and members of the Imperial Government under the presidency of the Secretary of State for the Colonies, which is a very different matter. In regard to questions of military defence, for instance, the Secretary of State for War will come and confer with you, and the First Lord of the Admiralty, in the same way, will be present when naval questions are discussed. On this I may say, that I think the views sometimes taken of the proper relations of the Colonies to the Mother Country with respect to expenditure on armaments have been, of late, somewhat modified. We do not meet you to-day as claimants for money, although we cordially recognize the spirit in which contributions have been made in the past, and will, no doubt, be made in the future. It is, of course, possible to over-estimate the importance of the requirements of the over-sea dominions as a factor in our expenditure; but however this may be, the cost of naval defence and the responsibility for the conduct of foreign affairs hang together. On the question of emigration, a matter which is of the utmost moment to you as well as to the Mother Country, Mr. John Burns, the President of the Local Government Board, will join in your councils; and if any question should arise with regard to India, you will have the advice of a most distinguished Member of Council, Sir James Mackay; and I am sure that you will be glad to see my Right Hon. friend, Mr. John Morley, amongst us this morning.

Then, when you come to discuss matters of finance, trade, and commerce, my colleagues, the Chancellor of the Exchequer and the President of the Board of Trade, will be present to state the views which His Majesty's Government entertain on these important matters. Amongst them the question of Preference must hold a prominent position, and I am sure you will find that my Right Hon. friends are prepared fully to recognise the friendy action which has been taken by some of the Colonies, and to enter upon this subject in the fullest and frankest manner.

I hope that an agreement may be arrived at as to many of these points, and if in regard to others you are compelled to differ amongst yourselves, or to differ from us, you will agree to differ not merely in a perfectly friendly way (so much may be assumed) but with mutual respect for the grounds and motives on which differences of opinion may be founded. You in common with us are representatives of self-governing communities. We have no power here in this

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room, as you know, to arrive at any binding decisions. His Majesty's Government cannot go behind the declared opinions of this country and our Parliament. No more can you go behind the opinions and wishes of your communities and Parliaments; but, subject to this governing limitation, there remain, as I have said, and as I firmly believe, many matters of great moment in which there is room for arrangement and advance.

These Conferences were formerly more or less identified with great ceremonial occasions. This is, I believe, the first that has been specifically summoned for the purpose of business. I wish to say a word here about a desire that has been felt with regard to the period between the Conferences that there should be greater means than at present to continue in the interval the definite communications which the Conferences make necessary. We shall hope to find some method of meeting this desire. I am not going to enumerate, still less discuss and criticise, the various schemes more or less ambitious which have been put forward, but I will just make a remark applicable to all such proposals. We found ourselves, Gentlemen, upon freedom and independence—that is the essence of the British Imperial connection. Freedom of action on the part of the individual state, freedom in their relations with each other, and with the Mother Country. Anything which militates against that principle would be wholly contrary to the genius of our race and our political ideals, and would sooner or later be disastrous. There are some words which perfectly express what I have in my mind and which were used in this place five years ago by Mr. Chamberlain; and I cannot mention Mr. Chamberlain without expressing on my own part and the part of my colleagues, and indeed I think I am authorised to say on behalf of the whole of the public of this country irrespective of political opinion, our deep and sincere regret, which I know is heartily felt all over the British Dominions, that he is for the present unable to take an active part in our public affairs. These are his words to which I refer: "The link" he said, "which unites us, almost "invisible as it is, sentimental in its character, is one which we would "gladly strengthen, but at the same time it has proved itself to be "so strong that certainly we would not wish to substitute for it a "chain which might be galling in its incidence."

Gentlemen, freedom does not necessarily mean letting things drift, and in my opinion some provision should be made for maintaining the impetus which these Conferences will give to the consideration and settlement of questions which have been discussed here. I would also refer for a moment to the precedent that has recently been made for holding what I may call subsidiary Conferences upon matters of importance. I refer to the Navigation Conference that is sitting under the presidency of my friend, the President of the Board of Trade, and at which I observe that Sir Joseph Ward, Sir William Lyne, and other representatives are rendering great service in the discussion of very difficult problems. To my mind the precedent set is of high importance, and I should like to see these ancillary Conferences held from time to time as matters arise which require more time and treatment in greater detail than is possible in the Colonial Conference itself.

Well, Gentlemen, I have no more to say. I am fully confident that your coming here will not have been in vain. You will not judge of the feeling entertained towards you by acclamations and

festivities alone, although of those there will be abundance, but by the mutual spirit of friendship, the desire to stretch every point that can be stretched in order to meet the views of each constituent part of the Empire, the desire, equally strong I hope, to avoid prejudicing in any way the interests of each other; and over and above all, you will be inspired and invigorated by our common pride in the great beneficent mission which the British people in all parts of the world are, as we believe, appointed and destined to fulfil.

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Sir WILFRID LAURIER: Lord Elgin, Sir Henry Campbell-Bannerman, and Gentlemen, it so happens that I am about the oldest Member of this Conference and, as has been said by Sir Henry Campbell-Bannerman, I can almost boast of a record performance, having been here twice, in 1897 and in 1902, and it is not without some sense of regret I must say that I find myself about the only man who attended those Conferences. I share altogether the sentiments which have been expressed by the Prime Minister, that it is a matter of deep regret, not only in this country but all through the British Empire, that this time the man who presided over the last two Conferences which I attended, Mr. Chamberlain, should not be able to take any part in public affairs; and I am sure that I express the same sentiment when I say that we all hope, in the most distant homes of the British Empire, that his health will be quite restored, and that he will take his place again in the public affairs of this great country and Empire. Nothing could be more grateful to us, no better commencement of this Conference could take place, than the message which has been read to us coming from His Majesty the King; and next to this message we welcome the presence of the Prime Minister of the Crown. This Conference is not, as I understand it (I give my own views) a Conference simply of the Prime Ministers of the different self-governing Colonies and the Secretary of State, but it is, if I may give my own mind, a conference between government and governments; it is a Conference between the Imperial Government and the Governments of the self-governing dependencies of England. I recognize all the difficulties which beset us; they have been expressed by Sir Henry Campbell-Bannerman. We all hope and we all believe in the future of the British Empire. There are ways and ways by which it can be increased and improved. We are here to discuss those questions. Upon many things we can agree; upon many things, I believe, we cannot agree at this moment; but, above all things, we all agree we all move towards the same goal and the same end. The observations which have been offered to us by Sir Henry Campbell-Bannerman upon this subject have been excellent, and could not be improved upon, I am sure. He recognises that there are things upon which public opinion is not in the same groove that it is perhaps in the Colonies. We must recognise that there are many questions upon which public opinion in our own respective countries may not be the same as in this country. But upon one thing we are all agreed, and I believe that if we can keep this in view we can never go astray, that is to say, that if the basis of the union which now binds the British Empire remains as it is now, a proper and always permanent recognition of the principle that every community knows best what does for itself, then we cannot go wrong, and our deliberations must be fruitful. This is the spirit, at all events for my part, in which I approach the great subjects we have to discuss. The time is not fitting to-day to take

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these subjects in detail, and I will confine my few remarks upon this point to the same spirit which has inspired the observations of the Prime Minister; but I have only one word to say, to express my great satisfaction that our proceedings are commencing under such favourable auspices.

Mr. DEAKIN: My Lord, Mr. Prime Minister, and Gentlemen, the wise and weighty words which you have been good enough to address to us to-day, furnish a fitting opening, and, if I may be pardoned for saying so, coming from your lips, the most fitting opening for a Conference whose character and principle you have aptly defined. Your address, Sir, contains many memorable sentences, summing up with felicity some of the aspects from which this gathering will, we hope, come to be generally regarded. We acknowledge your presence as a recognition of the principle alluded to by my friend and senior, Sir Wilfrid Laurier, as one which we are anxious to uphold, that this is a Conference between governments and governments, due recognition, of course, being had to the seniority and scope of those governments. In addition, we owe to you a propitious and happy exposition of the nature of this Conference for those to whom we, at all events, naturally turn our eyes. We may be pardoned for laying what might appear to many residents of this country an undue stress upon the importance of your speech, not that it will fail of adequate recognition, but because to the distant communities from whom we come, for whom we speak, and in whose name alone we wish to be heard, it means much more than it can to the people of this country, accustomed as they are continually to hear from your lips political utterances relating to what I may term the home politics of the United Kingdom.

But utterances of yourself and of leaders like yourself relating to those larger politics which we share with you are, first of all, rare, next fail to be conveyed to those whom we represent, as these undoubtedly will be. We are happy to think that millions in Australia —I use the word, although it is large, in reference to our population, advisedly—practically the whole population of Australia to-morrow will have the opportunity of reading *in extenso* the remarks which you have been good enough to make to-day. What does that mean? The subjects with which you have dealt have probably been but lightly touched upon there since six weeks ago the Parliament of the Commonwealth was closed in order to permit of the attendance of its representatives at this table. During those six weeks I venture to say, without any very intimate knowledge of detail, that local public events in Australia have not stood still, and that the interest of our people in those events has not diminished. Consequently the tendency has been to overlay whatever impression was made by the action of our Parliament in adjourning to permit of the attendance of my colleague and myself at this Conference by the more insistent demands of the everyday politics of our country. After these proceedings close, five weeks will elapse before either of us will have the opportunity of addressing the people of Australia in order to explain what we think has been done here, and also what has been attempted to be done. Now all this interval requires to be bridged over by some such strong influence as you, Sir, by your address, are, fortunately, bringing to bear. It will revive that interest of theirs in the Proceedings of this Conference, an interest as deep as is the interest of the people of this country: you refresh that interest and thus enable the Proceed-

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ings of this Conference to become to them actual, concrete, and indeed living.

On our side of the sea, with the ample self-government that happily we enjoy, and, perhaps, largely because we are still a smaller community, our electors, men and women both, share and share intimately with us so far as they choose in every stage and every step of our political action. If that intimacy be withdrawn from them, or rather, if the knowledge which enables them to follow us step by step be withdrawn from them, those political questions disappear over their horizon and are replaced by others closer and more pressing although probably of far less importance. Consequently, to us publicity is of great importance. It this Conference is to exercise that educational influence to which, in your concluding remarks, you referred as one of its chief functions—if it is to exercise it at all efficiently, it can only be by convincing Australia that the Government of Great Britain, the Government of the Empire, realises the significance of this gathering, however limited its practical powers may be. That you do recognise its importance we have proof in that you not only think fit to attend it, but honour it by addressing to us such words of experience and counsel as you have been good enough to speak today. You will, therefore, realise that much natural anxiety felt by us has been dispelled by your appearance and by your address, and will also perhaps realise how, at a later stage, we shall be inclined to ask your colleagues to remember that our people on the other side of the world, unless kept in close touch with the proceedings of this Conference, will not derive from it anything like the benefit we are desirous they should obtain. The preceding Conferences, at which Sir Wilfrid Laurier has been present, and in which he has played so honourable and conspicuous a part may have produced great results in this country and in Canada, which, as compared with us, is your next-door neighbour; but to our communities at the Antipodes, separated by half the globe, I regret to say that those Conferences failed of anything like their full effect. Their results were carefully studied by some politicians and by those directly concerned, but they made little or no impression upon our people; and the impression upon out people is what, in the long run, will determine very largely the attention paid even by public men. What the electors disregard, and cannot be practically invited to regard, tends always to become obscured by more immediate demands.

I trust that in this Conference we shall realise that although we have been likened and happily likened to a Cabinet of Cabinets, we differ absolutely from all Cabinets inasmuch as we have not a tittle of executive power; neither legislative nor executive authority is ours; and therefore the strict confidence necessarily observed in Cabinets has no analogical relation to the proceedings here. There are always risks in regard to publicity, and there are some matters in which reticence and private discussions are undoubtedly desirable: but it appears to me that the major part of the subjects for our discussion are not of that kind. Looking at our agenda paper, I observe that those subjects are few, and of those few subjects only some few parts call for secrecy. The great bulk of our deliberations might, as it appears to me, be held in public, or as nearly in public as the sense of this Conference authorises. Of course there are perils in publicity, but the greatest risk this Conference can run is the risk of being ignored or misunderstood. The more it is now ignored, or its publi-

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cation postponed, the greater will be the liability to misunderstandings. These, when once they obtain currency, are hard to correct. Especially is this the case when you have to travel half round the globe before you begin the task of correction, and when you undertake that task are subject to the daily demands of local politics, which, as most of us here realise, may easily tend to conceal from constituents the Imperial issues at stake.

But, Sir, I do not rise for the purpose of endeavouring to add anything to your address or to criticise it, though your recognition of the value of subsidiary conferences, which would have a more technical and more detailed character, and call for a different class of representation, you have made a pregnant comment. There are many matters of this kind which can be better dealt with by such subsidiary conferences. Some of those matters may be so better dealt with, because such governments as Sir Wilfrid Laurier and myself represent, not being unitary but federal governments, have a limited though very large jurisdiction. There are questions beyond their jurisdiction falling within the control of the local governing bodies—the State Governments in our case; the provincial governments in the case of Canada. On certain particular subjects, such, for instance, as Education—and an educational gathering of some kind is shortly to take place here—our local governments require to be, and ought to be, represented.

The further remark made that it is our good fortune on this occasion not to be identified with any exceptional ceremonial is also timely. If it did not sound ungrateful, I could wish that we had not been identified with a London season or with a Session of the Imperial Parliament. If possible, these Conferences should assemble when Ministers of the Imperial Parliament are at leisure, and when the additional advantage might present itself of our having the public attention of the people of Great Britain to ourselves for a little time rather than come as we do now under the shadow of the great questions which are being debated in both Houses of the British Parliament. This Conference occupies a niche quite large enough for us individually, but too small for the great communities which we represent, especially if their possibilities are to be taken into account. We are not the representatives of to-day, though to-day we claim to speak for them; we are also the representatives of to-morrow, and of the day after to-morrow, of those portions of the British Empire in which the vastest opportunities of expansion, of aggrandisement, and of peaceful development exist, and which in view of those possibilities desire for their own sakes, as well as for yours, to be knit closer together. We aspire to the attainment of a mutual understanding, one of those ties which was happily referred to by the late Lord Granville, when, following Lord Salisbury at the first Conference in 1887, he referred to them as "ties of steel and of silk." It was at that Conference, to which my memory returns, that the precedent was set which you have happily followed by addressing us as a Prime Minister. Lord Granville, representing the then Opposition, also did us the honour to speak on that occasion. The chivalrous reference which you have made to Mr. Chamberlain, the statesman who lately presided over these gatherings, may also be taken as equivalent to a representation here of the present Opposition in the British Parliament.

In the future, Sir, we hope that the principle to which you have

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given your adherence, which has led to your presence here to-day, will be given a still further expansion. We may consider whether the Prime Minister of Great Britain, if not the actual, ought not to be the titular President of all these gatherings, so that the principle of governments conferring with governments would be recognised. Such a course would not detract in any sense or by any possible suggestion from any future Secretary of State for the Colonies, and, certainly, least of all, the Right Hon. statesman of experience who occupies that post to-day, but merely in order to impress upon the public the cardinal fact that these are meetings of governments with governments for the sake of the Empire.

Sir JOSEPH WARD: My Lord, Mr. Prime Minister, and gentlemen, unlike my two friends, Sir Wilfrid Laurier and Mr. Deakin, this is the first occasion upon which it has been my privilege and honour to attend this great Conference, which is looked forward to by the people whom I represent with the deepest possible interest, and I want to say how much I appreciate the sentiments conveyed in the address delivered by the Prime Minister. We approach this Conference with a full recognition of the difficulties that must necessarily exist, not only in Great Britain, but in each of our countries, upon matters concerning which there is very great room for differences of opinion, and it is because of the fact in the outlying countries that those differences of opinion and difficulties attending them exist, that we are anxious to have the benefit at the consultation and the discussion of them, of the ripened judgment of the men who are responsible for the government of the Empire. For my own part I want to say how much I appreciate to perhaps a minor matter made by the Prime Minister. I refer to the Conference which is sitting in another place for the purpose of regulating and dealing with the Navigation Laws of the Empire, and I take the opportunity of saying that, under the able presidency of Mr. Lloyd George, that Conference already has dealt with some of the most complex matters, and has arrived at decisions which, before we went into Conference, appeared to be almost impossible (to my mind at least) of solution. It is from a knowledge of what we have already done in one great department affecting various parts of Britain and her possessions there, and the solutions that have been arrived at, that I look forward with some confidence to the discussions, and the results from those discussions, which must take place upon matters doubtless of wider and greater moment and of very great difficulty that will come up for consideration at this Conference.

New Zealand is far distant from the seat of the Empire. One arrives in the old land and feels on every side that one is amongst New Zealanders in the sense that they are British. The sentiment of the people, the desires and ambitions of the people here, though covering a very much wider area, are very similar to what we find in our own country, and it is one of the fine sides to being a member of the British Empire that one realises on coming to the old land that there is amongst every class a desire to bring all parts of our dominions as closely together as possible for the purpose of our common good. I want to say, my Lord President and gentlemen, that however one from time to time may observe that the questions of the Colonies get drawn into the position of being subjects for political fighting either here or elsewhere, I regard the question of

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the future of the Empire as one that should be kept entirely above and clear of party warfare. There must be no question of party introduced into it. I am perfectly certain that the members of the Imperial Government view the matter in the same light, and I, for one, look forward with very great hope to the time when all questions affecting the Colonies may get into that happy position which the Foreign Office occupies in regard to the affairs of the Empire. Governments come and governments go; parties come and parties go, but our Great Empire we trust will last for ever; and the continuity of policy dealing with the great foreign affairs of this Old World is one of the things we admire so much, and which we would much like to get to the position of, so far as it affects the Colonies.

Sir Henry Campbell-Bannerman in the course of his admirable speech expressed a desire that we should approach matters appertaining to each of our countries without prejudice to one another. I am perfectly certain, Sir, that that will prevail in the whole of the discussions that take place at this Conference. I will not go into any details. The agenda is a long one; it contains most important matters, and I can only say that some of them I regard as of the most vital consequence, perhaps I may say without egotism, to the Old Country and certainly to the newer ones, that I believe the most important matters submitted will be decided upon, and that the ripe judgments of the gentlemen representing the Old Country, co-operating with the men from the younger countries, whose positions are so often misunderstood, will surmount difficulties that have seemed incapable of settlement. I recognise that the machinery required for carrying on an old country with a huge population is quite a different business to that which we have in bringing into active life the younger countries for the administration of which we are for the moment responsible. In our countries we can do things in a day or a year that it naturally takes a long time to effect in the Old Land, and sometimes, perhaps, we are rather restive in wondering why it is that matters that we conceive to be for the good of our people in our own portion of the British Empire, that we think might be applied to the Old World itself, have been so long in being brought into operation. But on examination into facts we realize that it is infinitely more difficult to turn the machinery of the Old World such as exists to meet the diverse interests and requirements of such a huge population, than the machinery of a young country, especially when we have history and example by which we can steer clear of the difficulties that present themselves to the Old Country, and we get into a position of greater comfort in our younger communities than can be expected to be achieved in an old land. I want to express my regret that the ill-health of the gentleman who took such an active part in a former Government in connection with Colonial matters has, for the moment, laid him aside, and those sentiments, so very finely expressed by Sir Henry Campbell-Bannerman, I think will be re-echoed certainly in the country I represent, where a great deal of sympathy is felt in connection with Mr. Chamberlain's illness.

I wish to thank the Lord President and the Prime Minister for that cordial reception which I feel that from British representative gentlemen we would, under ordinary conditions, receive, but coming from them at this great Conference it is to me personally a very great pleasure indeed to acknowledge it. I know the New Zealanders will

look forward with very great concern to the doings, when they are made public, of this important Conference, which I believe, and, I certainly hope, will be in the direction of bringing the Old Land and the great and growing self-governing colonies into much closer connection than they have attained now. First Day. 15th April, 1907. (Sir Joseph Ward.)

Dr. JAMESON: Lord Elgin, Sir Henry Campbell-Bannerman, and Gentlemen, in the words of appreciation used by Sir Wilfrid Laurier as to the message of welcome we have received from the hands of the King, I think he was speaking for all of us. Again, the graceful words used in connection with Mr. Chamberlain, who presided at the former Conference, I am sure we all join in expressing, and I hope, before we go to-day, that those words will take formal expression in some message of sympathy from the Conference to that great statesman. The representatives of the greatest colonies have spoken, and I feel—and I think my colleagues, General Botha and Mr. Moor, will feel—that we, representatives of South Africa, must naturally labour under a certain disadvantage, not only on this occasion, but on every occasion of a meeting of the Conference when these important subjects on the agenda paper are brought up. We cannot each individually speak for South Africa. We have not attained our destiny, as those two great colonies, Australia and Canada, have already done. New Zealand, I believe, can live within itself, it requires no further consolidation, unless it is that great consolidation which this Conference, we hope, will take a long step towards bringing about, that is the consolidation of the whole of the component parts of the Empire. But we in South Africa, I hope and I thoroughly believe, will minimise that disadvantage by the unanimity with which we will approach every subject which is brought forward, and we may further get a local advantage, I think, in that if possible we, seeing that we do suffer from that disadvantage here, will go back to our countries in South Africa more earnest than ever in endeavouring to consolidate our local interests, so that at our next Conference South Africa also shall be represented by one representative. In thanking you, Sir, on behalf of Cape Colony, for the kind welcome you have extended to us to-day, I wish to say that I was very glad to see that, though of course, you expressed in very kind words of sympathy, not only of the English Government, but of the whole of the English people with the Colonies and their representatives, you also reminded us that it was not merely sympathy that was expected from this Conference, but solid business. Therefore, I take it that we will get further, probably, in this Conference than in past Conferences, that we will get beyond the simple discussion of the methods of unity within the Empire. I look forward with that expression of yours, Sir, and with the trouble which you took to lightly pass over the whole of the agenda paper before the Conference, as far as it exists at the present time, to resolutions being passed, not merely as resolutions which may be forgotten but resolutions put into such a form that they will bring some real result. It is quite true ,as you, Sir, said, that of course, at this Conference, resolutions, may be passed but no action can be taken. But there are various kinds of resolutions, and resolutions may be put in such a form at this Conference—always supposing we, the Colonial representatives, come into agreement with the representatives of His Majesty's Government—that they can go to the various Legislatures, with whom alon the power rests, and that we should be able to take

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some step forward—some practical step towards further unity, not only in the sentimental feeling, but in the practical material interests of the various component parts of the Empire.

I thank you, Sir, again for your kind welcome.

Mr. F. R. MOOR: Lord Elgin, Sir Henry Campbell-Bannerman, and Gentlemen,—On behalf of the Colony I represent, I have to sincerely thank Sir Henry Campbell-Bannerman, the head of your Government, for the welcome we have received here this morning, and I sincerely hope and sincerely believe that this great gathering is going to be for the good, not only of the Empire as a whole, but also for the good of that little Colony which I have the honour of representing here this morning.

General BOTHA: My Lord, may I express myself in Dutch, as I find it a little difficult to express myself in English.

(*The following statement was made by General Botha through an interpreter.*)

The circumstances under which I am present here this morning are somewhat different from those under which the other Prime Ministers are here. They have all been long in the saddle in the Colonies which they represent. I have just got into the saddle and I am not firmly seated yet. When the invitation arrived to attend this Conference my Government did not hesitate to express the opinion that the invitation should be accepted at once. Of course always having been the leader of the Boer population there, and because the Government have now received great privileges from the Imperial Government, it was a source of great pleasure to me to attend this Conference on behalf of the Transvaal people, and to prove by such attendance at the Conference that the old Dutch population of the Transvaal would work equally loyally with the English population for the welfare of the Transvaal and the whole British Empire. I am very grateful for the sentiments expressed by Sir Henry Campbell-Bannerman in his address. I am here with an open mind on the various points raised, and with a fixed purpose of assisting my colleagues as far as I can, to forward the interests of the various portions of the British Empire.

CHAIRMAN: Gentlemen, the rest of the business which I have to lay before this meeting, consists of arrangements which the Conference will have to make in order to carry out their business at the further meetings which it will hold. Amongst those of course will be the subject to which Mr. Deakin has referred, namely, the question of the publicity which will attach to our meetings. I only refer to it just now to make one observation, that it was understood between some of us who met last week—and I think I explained it also to Sir Wilfrid Laurier and General Botha afterwards—that as far as regards the proceedings of this meeting they are being recorded verbatim, and will, as soon as it is practicable, be put in the hands of the Press. The rest of that subject, it is perfectly understood, is one for the decision of the Conference itself and not in any way for His Majesty's Government. The rest of this business, I take it, would, therefore, be of a nature which the Conference would consider, if I may so express it, in Committee, and I imagine that some of those present will not desire to be detained.

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Sir WILFRID LAURIER: May I suggest that the Conference should adjourn now, and that the other subjects as to publicity and the future sittings of the Conference should come up for discussion at a subsequent meeting? At the present time I wish to move a vote of thanks to the Prime Minister for his attendance.

Mr. DEAKIN: I have pleasure in seconding that.

Sir HENRY CAMPBELL-BANNERMAN: Gentlemen, I am much obliged to you for your kindness in moving this vote of thanks. I think that I should rather like, although I do not know that it would be quite in form, to move a vote of thanks to the Conference and to Lord Elgin for allowing me to be present, and that is much more the sentiment which I entertain that the idea that I have done any favour to the Conference by coming. It has been an unmixed pleasure for me to be here, and personally, individually, to give my official countenance to it. My whole object will be to do all I can to further the interests of the Conference, to help in bringing it through a successful career, in the hope that it may make a lasting impression upon the great questions which you have to discuss.

(The Ministers of the Crown having retired, the Conference then proceeded with its business in Committee.

Lord ELGIN in the Chair.

Arrangement of Business.

CHAIRMAN: An amended agenda paper has been circulated, but I am afraid even that will have to be taken subject to amendments again. Before we get to the actual agenda, may I just say that, with regard to the days of meeting, we have arranged, as you will see, for three or four days in a week, but not always regularly the same days. That follows the precedent of former Conferences, in which, though they had certain days which they aimed at, they were not able, owing to various other engagements which the members of the Conference had to fulfil, to keep invariably to those days. There is another cause for a variation, namely, Cabinet meetings, which I and my colleagues are obliged to attend. During the last Conference there was, I believe, a fixed day in the week on which the Cabinet meeting was generally held. Owing to circumstances that arrangement does not prevail so regularly now, and I shall be obliged, I am afraid, to ask the Conference to allow me to be absent from time to time without fixing a regular day; but I have spoken to the Prime Minister, and, as far as possible, he will endeavour to avoid inconveniencing the Conference in that respect. From a study of the proceedings at the last Conference, though they may have had, and I daresay, did have, an agenda paper something like this indicating the days, in general, the practice was—Sir Wilfrid Laurier will correct me if I am wrong—to fix finally at one meeting the business that was to be taken at the next, or the next following meeting, without too great an adherence to the general scheme. That, I think, was the practice, and, as far as the Colonial members are concerned, it probably will be as convenient for them, as it is almost necessary for us. We can take this agenda, therefore, as a general scheme; and it will be understood that it does follow that the particular subject put down for April 25th will be the subject which is then dealt with, but we will settle far enough ahead, so that everybody may be ready, the subjects to be

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taken in their order. As regards the business for Friday of this week, I should have to ask for an alteration, and it is proposed to sit on Saturday instead of Friday.

Sir WILFRID LAURIER: I may say that I have fixed several engagements for Saturday. The next meeting of the Conference is on Wednesday and I suppose that is satisfactory to all.

CHAIRMAN: On Wednesday and Thursday we can hold meetings for discussion; but on Friday I am afraid we cannot meet as there is a Cabinet Council. The First Lord of the Admiralty is also engaged on Friday and Saturday. The next thing to arrange is with regard to the time of the meetings. I am not quite sure what the hours were on the occasion of the previous Conferences.

Sir WILFRID LAURIER: From 11 o'clock to 1 o'clock.

CHAIRMAN: And not in the afternoon?

Sir WILFRID LAURIER: No.

CHAIRMAN: I think we might meet at 11 o'clock and sit till half-past 1 on the understanding that if on any occasion there was a necessity for it we could arrange to sit in the afternoon. It appears to me that if the Conference meets in the morning, a good deal of business connected with the Conference can be got through in the afternoon separately, and in this I think Mr. Deakin agrees because there might be smaller meetings in the afternoon.

Sir JOSEPH WARD:- I am sure we would fall in with any arrangements as to the sittings so long as we have enough time while we are here to get through the work.

Sir WILFRID LAURIER: We will leave it in that way. Whenever the Conference wishes to meet we are ready to be here.

CHAIRMAN: Then we will try it this week, sitting from 11 to half-past 1 on Wednesday and Thursday.

Sir WILFRID LAURIER: There is a question as to the attendance of the gentlemen who are with the Prime Ministers and the colleagues of Prime Ministers. I should like to have my two colleagues present with me at the Conference. It would be a great convenience to them and to me, at all events, and I suppose also to Mr. Deakin, to have the benefit of the presence of our colleagues.

Mr. DEAKIN: Certainly.

Sir WILFRID LAURIER: Is there any objection to that?

Mr. DEAKIN: Does not it follow from the principle which the Prime Minister laid down to-day, that this was a consultation of governments with governments. Although it is a case of one government one vote, it is immaterial how many members of that government come so long as the Prime Minister of each State is the responsible spokesman who calls upon his colleagues when he desires their assistance.

Sir WILFRID LAURIER: You have expressed my own opinion on the point.

CHAIRMAN: May I explain my position in this matter? When I received the despatch from Canada asking that the Ministers who came from Canada should be treated as members of the Conference, I naturally referred to the proceedings of the last Conference, and I found that it had been distinctly ruled that the Conference was a

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Conference between the Prime Ministers and the Secretary of State. This particular question of the admission of other Ministers was taken exception to at the last Conference, not by His Majesty's Government, or by the representaties of it, but by one of the other representatives, and Mr. Chamberlain ruled that if the Conference was not unanimous on the point they could not be admitted. Speaking for His Majesty's Government we felt that the Ministers from the Colonies under the present system really occupy the same position as my colleagues who came into the Conference on any occasion on which any subjects in which they are interested are brought up, and they sit here and take part in the debates, as I understand it. The only difference is that they do not sit at the table and take part in the general debates unless the subject of them is one in which they are specially interested. Personally, I should be only too pleased to see all the Ministers from the Colonies who are good enough to attend these meetings in this country sitting at our table. The only thing I would like to point out as a matter of convenience is this: We are at present an assembly of eight gentlemen sitting round this table. The conversations which can take place between eight people sitting round a table can be conducted in a more familiar strain and with less formality than those of a larger meeting. I had rather wished to take up the whole of this subject in connection with the matter of the next meeting and the constitution of the Conference as a whole; but as Sir Wilfrid Laurier has mentioned it I have pointed out what I think ought not to be overlooked. As far as this Conference is concerned, if the Colonial representatives desire that other members beside the Prime Ministers should be recognised as full members of the Conference in a more distinct way than they already are—because I consider that they are already so recognised—I personally have no objection except on the pure matter of convenience. I quite recognise that there is a difference between your colleagues and mine. My colleagues have other occupations here, and your colleagues come specially for this Conference and nothing else, and they naturally would desire to see and hear all that is going on. I would suggest, as a possible solution of the matter, that if all Ministers from the Colonies are recognised as full members of the Conference, that is to say, with the full right of entry to this room, it should be understood that the Prime Ministers have the assistance, for the purpose of a debate, of the one Minister interested in the subject, and that the others, though present, should not intervene. I only suggest that as a possible solution in order to keep the members of the Conference within bounds. I hope the members present will clearly understand that this is a point on which I do not wish to give any ruling whatever; but I was following the principle laid down by Mr. Chamberlain. If the Conference itself desires the presence of others, I, of course, acquiesce.

Sir WILFRID LAURIER: I would say that Mr. Chamberlain ruled, I think rather against his own inclination, that as a question of order, the point being taken, as other Ministers had not been invited they should not be admitted. I think he was rather favourable to their being present. I ask the question now, because at this Conference the whole subject of the constitution of the Conference is one thing to be discussed, and it would apply to the next one. I think it would be very satisfactory to Mr. Deakin if he could have a colleague of his with him, and it would be very satisfactory to me

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if I could have my two colleagues so that we might have the benefit of their assistance.

Mr. DEAKIN: I accept the suggestion of His Lordship.

Sir WILFRID LAURIER: And I, certainly.

CHAIRMAN: My suggestion is that one member only will take part in the debate except by leave of the Conference.

Mr. DEAKIN: For instance, on the question of Preferential Trade, no doubt Sir Wilfrid Laurier would desire to speak, and at the same time Mr. Fielding. So also I should desire to have the assistance of Sir William Lyne.

CHAIRMAN: So that the two have a right to speak?

Sir WILFRID LAURIER: The Prime Minister has a right to speak always, but upon the question of Defence, for instance, I should desire to have the assistance of my colleague.

Dr. JAMESON: The next point in connection with that, which I want to bring forward, is that General Botha's Government have deputed Sir Richard Solomon to act with him in the Conference, and owing to his position, as he told us in his speech this morning, General Botha is very anxious constantly to have the advice of Sir Richard Solomon. Of course, Sir Richard Solomon could not be a member of the Conference, or take any part in it in any way, but I thought it possible the Conference might agree that the Prime Ministers should have their secretaries present with papers, and so on, which would be a very great convenience, and is a thing which is allowed in most other Conferences. In that way Sir Richard Solomon could come in and be a help to General Botha.

General BOTHA: If it involves a wrong principle I will not press it at all, because I am a man for principles, and I do not want to lay down wrong principles. Sir Richard Solomon is now here to assist me, and if possible I would like to have him present, but, as I say, I do not want to see wrong principles laid down for this Conference which will bind future Conferences.

Sir WILFRID LAURIER: With all due deference, and with every desire to oblige my colleagues, I hardly think Sir Richard Solomon could give this Conference any assistance. If he were in a position of a secretary, I think it might have been done.

Mr. DEAKIN: The Colonial Office secretaries are here. They take no part, though they come in freely to produce papers and supply information.

Sir WILFRID LAURIER: That is not taking part in the Conference.

Mr. DEAKIN: No, and that is all that is proposed in this case.

Dr. JAMESON: General Botha does not ask that Sir Richard Solomon should open his mouth except to whisper in General Botha's ear.

Sir WILFRID LAURIER: That is not taking part in the Conference.

Mr. DEAKIN: No. There is no objection to the secretaries being present.

Sir WILFRID LAURIER: At the last Conference my Secretary used to bring my papers and bag up to the door, but never further.

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Mr. DEAKIN: If our secretaries were present, they could pass us papers and sort out what we wanted.

Sir JOSEPH WARD: Are the secretaries to be admitted?

CHAIRMAN: I do not know; Sir Wilfrid Laurier says it was not the practice to admit them at the previous Conferences.

General BOTHA: I will not press the point now.

Sir WILFRID LAURIER: A secretary would act as a secretary, and would come simply as an assistant to supply papers, and so forth. If Sir Richard Solomon comes under those circumstances it would be different.

General BOTHA: I do not think Sir Richard Solomon is in the same position.

Mr. F. R. MOOR: Personally it would be a convenience to me, as I have no colleague here, if my secretary could be handy to assist me. Of course, I shall not expect him to take any part in the proceedings, but he would be of assistance to me in referring to papers or anything of that sort.

Sir WILFRID LAURIER: The secretaries are always in attendance, and if one wants anything a message can be sent out to them to bring the necessary papers, and so on.

Mr. WINSTON CHURCHILL: I believe at the last Conference the private secretaries of the late Colonial Secretary were here in the room all the time.

Sir WILFRID LAURIER: I do not think the members of the Conference can have secretaries in attendance upon them at all times.

Sir JOSEPH WARD: I think, perhaps, our secretaries might be allowed to come in. We have all of us a good deal to attend to one way or another.

CHAIRMAN: Yes, they certainly might be in attendance.

Sir WILFRID LAURIER: They can be called in if need be.

CHAIRMAN: I think we might consider the point further about Sir Richard Solomon, and see if we can make some other arrangement. Then there is the question of the publication of our Proceedings.

Sir WILFRID LAURIER: Mr. Deakin could give us his views upon that question as he seems to have given some thought to the subject.

Mr. DEAKIN: The thought that I have given to it is due to our circumstances. Distant communities are absolutely dependent upon publicity for maintaining any real interest in the doings of the Conference and educating the people on Imperial questions. I should personally be very glad if the Conference would lay down a general principle on the matter of publicity, retaining the right at the request of any member of going into Committee, as we have done to-day, which means report, unless thought fit afterwards. In the ordinary course, and on ordinary subjects, either the Press should be admitted, or the course pursued to-day of giving the Press a verbatim report afterwards should be followed. Whenever it is thought that a discussion is likely to evoke feeling here or elsewhere

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which would be prejudicial to the conduct of our debates, that of course would be omitted from the current report, and retained until the full report were published later.

Sir WILFRID LAURIER: At the last Conference we did not publish anything except the bare resolutions, and for my part I have come to the conclusion that these were very meagre reports, and that it is better that the discussions should be published, but I am not prepared to say whether they should be published from day to day. If everything is recorded here, and if at the end of the Conference it is published with the resolutions, I think the object would be satisfactorily served in that way. I am afraid if published from day to day there might perhaps arise a premature discussion upon certain matters, but I quite agree with Mr. Deakin that we should have a daily report of what is taking place and that it should be published with the resolutions of the Conference at the end of it.

CHAIRMAN: I might read what the Secretary of State said at the beginning of the last Conference: "I have made arrangements "to have a full shorthand report of the whole of our proceedings, "and I shall endeavour as far as possible to arrange that each day's "report shall be sent to each of you before the next meeting. These "reports will, of course, be treated by all of us as absolutely confi- "dential, at all events, for the present. What we desire is a perfectly "free discussion, which we could hardly expect if that understanding "were not arrived at; but at the close of your proceedings we will "then consider whether anything, and, if so, what, should be given to "the public. No doubt some of our conclusions will be made "public, and it may possibly be found, on looking through the "reports, that it may be desirable that more should be published. At "all events, what I wish to explain is that that will be a matter for "subsequent decision, and nothing will be published without the "consent of the persons concerned." That was the arrangement, and that is what we intended to continue. At the end of the last Conference, as Sir Wilfrid Laurier explains, a very small part of the proceedings was published. It may be that at the end of this Conference we shall wish to publish more, but I agree with Sir Wilfrid Laurier that it would be inexpedient to publish day by day. After all, this must partake largely of the character of a confidential discussion across the table, unless we are having set opportunities like the way in which these proceedings began to-day. That, of course, stands on a different footing; but the ordinary course of the procedure will be surely confidential and conversational discussion across this table, and therefore I think it is essential that each member of the Conference should have, not only an opportunity of seeing, but of revising, the report of what he has said. That can always be done, and we have seen it constantly done in the proceedings of commissions and otherwise, if you combine it, as Sir Wilfrid Laurier proposes, with the report as a whole, but it cannot be done day by day, as that is almost impracticable.

Mr. DEAKIN: I do not wish to conduct the whole argument myself, but cannot admit the analogy between this Conference and any Royal Commission whether for inquiry or otherwise. The difference is fundamental. First of all, this is a Conference of representatives; it is a Conference of representatives who have no power to do anything; they have only power to discuss and recommend.

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Anything to be done must be authorised by those whom they represent—that is their Governments, Parliaments, and ultimately the electors, and it is these who need information and conviction, if it could be imparted to them, just as much as we do. If we here succeed in convincing each other absolutely and return to our countries unanimous, that amounts to a great deal, but it leaves an immense amount to be done when we are endeavouring to convince majorities in our Legislatures in both Chambers and majorities of our colleagues. We have then to commence the work all over again. Want of knowledge delays it, impedes it, and obstructs it. Secrecy appears to me foreign to the nature of this gathering. It would be a legitimate criticism to say that if this Conference is treated as a Parliament you will have Parliamentary speeches, and it is desirable, perhaps, that our expressions here should be reconsidered and matured, and therefore that nothing should be completely published until you have had an opportunity of revision. That is a good point, but it seems to me that could be met by saying "If no verbatim "report from day to day can be given, let us have a full report such "as is given in the first columns of a newspaper where they are "referring to the reports in the other pages. Let them say, 'Lord "'Elgin presided to-day when the question under discussion was "'the constitution of the Conference. A resolution to this effect "'was proposed. Sir Wilfrid Laurier followed, and in the course of "'his remarks he took exception to such and such parts of the reso-"'lution, and submitted such an amendment, and he was followed "'again by Mr. Botha (or any other Member), who proposed this. "'After consideration these amendments were withdrawn and some-"'thing suggested by Sir Joseph Ward was introduced, who gave as "'his reasons so on'—something like that."

Mr. WINSTON CHURCHILL: Who do you suggest should take the responsibility of making the summary?

Mr. DEAKIN: I suggest the secretaries here should prepare a summary which they ought to submit to each member as to his own remarks, and as a whole to the Chairman, or to yourself, as his active assistant in these matters. It should be looked at from the point of view of the British Government, while each man would see that the short statement submitted to him was at all events so far correct as to convey the general drift of his remarks.

Mr. WINSTON CHURCHILL: You would not suggest that anything should be published in any case until after the member making the speech has had an opportunity of seeing what was to be published and attributed to him.

Mr. DEAKIN: No, but as far as I can see a great deal of our debates, even if there was a great deal of friction, might be carried on before all the Press representatives of the United Kingdom, as far as I am concerned. With regard to the précis, each member would require to see his part of it. That could be done before we left, especially if our sittings were only in the morning, as it is only a digest of no great length. What I mean is, that every word of that would be cabled to Australia and New Zealand; every morning they would know what we have been discussing; every morning they would know what the principal men here were proposing; and every few days they would hear what the final outcome had been. Then

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they would have their interest kept alive. They would later see *in extenso* what they had only before seen in epitome.

Sir JOSEPH WARD: That was the procedure at the Navigation Conference, my Lord, and I think that to defer until the end of the Conference the expectancy of having everything said here published would be rather a mistake. I am inclined to suggest that in the absence of the press a synopsis of what took place here every day is a proper thing to issue.

Dr. JAMESON: At the Navigation Conference, was it found necessary to submit to each member of the Conference what he had said?

Sir JOSEPH WARD: There were three secretaries appointed, one representing the Board of Trade, Sir William Lyne, and myself.

Dr. JAMESON: It was all submitted to you?

Sir JOSEPH WARD: They prepared an outline of the proceedings, and it was submitted to the Board of Trade, and then submitted to Sir William Lyne and myself.

Dr. JAMESON: Before it was published?

Sir JOSEPH WARD: Yes.

Mr. WINSTON CHURCHILL: Taking about half a column of a newspaper, and this would take longer.

Mr. DEAKIN: This ought to be quite twice as long.

Sir JOSEPH WARD: I think that publishing the bare resolutions, as was done last time without a report of the discussion on them, would be a great mistake; the people would not know what was taking place and would have not the slightest idea of the views of anybody.

Sir WILFRID LAURIER: I quite agree; here is the book of the Conference that was not given to the public.

Sir JOSEPH WARD: The papers published were not laid on the table of both Houses of Parliament until two months afterwards.

Mr. DEAKIN: The last is confidential and has not yet been laid on the table; that is worse still.

Sir WILFRID LAURIER: I do not see why this should not be published and given to the public as the result of the Conference. The book we had contains the bare proceedings and the official papers, but the discussions from day to day are contained in this book here. I think for my part that this book should be given to the public. What took place at the Conference last time, Dr. Jameson, was that the stenographer took down everything, but the reports were given to each member the following day and corrected by the member, and so corrected they are printed in this book.

Dr. JAMESON: That would be thoroughly satisfactory. The only thing I feel, with Mr. Deakin and Sir Joseph Ward, is, that people would be very well satisfied if they got a short précis every day of some kind or another.

Mr. DEAKIN: Otherwise, they lose touch with it altogether, and we have to begin all over again.

Sir JOSEPH WARD: They look for something.

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Arrangement of Business. (Sir Joseph Ward.)

Mr. DEAKIN: We live in the light of a publicity which you gentlemen are hardly accustomed to.

Dr. JAMESON: Still more important than anything else is what Sir Wilfrid Laurier says—that that White Book, not the Blue Book, should be published immediately after the Conference in full. That is the most important of all.

Mr. F. R. MOOR: You do not mean that particular book there—the past Conference—but the present one.

Dr. JAMESON: No; on those lines.

CHAIRMAN: I understand, at any rate, that there is an agreement that we shall not have a verbatim report each day.

Mr. DEAKIN: I am in a hopeless minority.

Dr. JAMESON: Another thing is, we cannot get it.

Sir WILFRID LAURIER: I think the suggestion made on the last occasion in the words of Mr. Chamberlain is the best one, and I see no reason to depart from it.

CHAIRMAN: This is an illustration of what was done at the Shipping Conference the other day (*indicating a newspaper paragraph*).

Dr. JAMESON: I think a very short précis might very well be trusted to be given each day.

Sir WILFRID LAURIER: We might perhaps, compromise upon that.

CHAIRMAN: Then there is to be a précis?

Sir WILFRID LAURIER: Yes.

CHAIRMAN (*to Sir Francis Hopwood*): Will you undertake to prepare a précis?

Sir FRANCIS HOPWOOD: I shall be very happy to try at the end of each day's proceedings.

Sir WILFRID LAURIER: We can see how that works without coming to a formal conclusion at this moment.

Mr. DEAKIN: It is very good of you, Sir Wilfrid, holding the views you do, to meet us so kindly in the matter. I just took the liberty of handing to the Secretary of State a cablegram I have just received from the Acting Prime Minister of the Colony, Sir John Forrest.

CHAIRMAN: May I read it?

Mr. DEAKIN: Certainly: "Colleagues wish to express to you "a fervent hope that the labours of the Conference will assist in "promoting the increase of trade and commerce amongst the British "peoples, the maintenance of the British supremacy on the sea, and "the closer union in the bonds of loyalty, and affection of the British "race throughout the world.—Forrest."

CHAIRMAN: Is there any other point?

Sir WILFRID LAURIER: I propose that the following telegram be sent to Mr. Chamberlain: "This Conference begs to express its "deep sympathy with you in your illness, and earnestly hopes that "you may be speedily restored to active public life."

Dr. JAMESON: I beg to second that proposition.

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Arrangement of Business. (Dr. Jameson.)

CHAIRMAN: No doubt the Conference will agree to this telegram.* (*Unanimously.*)

Sir WILFRID LAURIER: I suppose that is all that is on the programme for to-day?

CHAIRMAN: That is all that we can usefully do, and we will adjourn to Wednesday for the consideration of the special constitution of the Conference.

Will this do for the answer to His Majesty's telegram? "The "Prime Ministers of Self-Governing Colonies present their humble "duty to your Majesty, and desire to acknowledge gratefully your "Majesty's gracious telegram, which will be a source of great en- "couragement in their labours."

Sir WILFRID LAURIER: That is very well expressed, Sir.

CHAIRMAN: I think that is all we can do to-day.

Adjourned to Wednesday next at 11 o'clock.

* The reply from Mr. Chamberlain was in the following terms:—

"Sincerely thank Prime Ministers for good wishes; am promised complete restoration to health, in which case hope speedily resume public work. Meanwhile gratefully appreciate kind resolution of Conference."

SECOND DAY.

Second Day. 17th April, 1907.

HELD AT THE COLONIAL OFFICE, DOWNING STREET, WEDNESDAY, 17TH APRIL, 1907.

PRESENT:

The Right Honourable THE EARL OF ELGIN, K.G. (President).

The Right Honourable Sir WILFRID LAURIER, G.C.M.G., Prime Minister of Canada.

The Honourable Sir F. W. BORDEN, K.C.M.G., Minister of Militia and Defence (Canada).

The Honourable L. P. BRODEUR, Minister of Marine and Fisheries (Canada).

The Honourable ALFRED DEAKIN, Prime Minister of the Commonwealth of Australia.

The Honourable Sir WILLIAM LYNE, K.C.M.G., Minister of State for Trade and Customs (Australia).

The Honourable Sir JOSEPH WARD, K.C.M.G., Prime Minister of New Zealand.

The Honourable L. S. JAMESON, C.B., Prime Minister of Cape Colony.

The Honourable Dr. SMARTT, Commissioner of Public Works (Cape Colony).

The Honourable F. R. MOOR, Prime Minister of Natal.

General The Honourable LOUIS BOTHA, Prime Minister of the Transvaal.

Mr. WINSTON CHURCHILL, M.P., Parliamentary Under-Secretary, of State for the Colonies.

Sir FRANCIS HOPWOOD, K.C.M.G., Permanent Under-Secretary of State for the Colonies.

Mr. H. W. JUST, C.B., C.M.G., Joint Secretary.

Mr. W. A. ROBINSON, Assistant Secretary.

CHAIRMAN: The Conference now proceeds to the active business for which we have been assembled, and we will deal with the subjects which have been put down for the first business meeting. From a study of the former proceedings I rather gather that it has been the practice at these Conferences to discuss a subject not under the strict presentation of a resolution, such as you would in a House of Parliament, but to discuss the subject generally, with, of course, the resolutions which may have been sent in in view, and then at the conclusion of the discussion, to endeavour to adjust such a representa-

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(Chairman.)

tion of the decision, or an expression, at any rate, of the views of the Conference, as may be recorded in our proceedings.

In this case therefore we start with certain resolutions which have been sent in in reply to the invitation which I addressed to the various Colonies, and I think it would probably be the most convenient course if I asked one of those representatives of the Colonies who have submitted a resolution to open the discussion. I think that is in accordance with the practice on former occasions. I do not know whether those who represent Australia, New Zealand and Cape Colony have agreed among themselves as to the order in which that should be done. The first on my list is the Commonwealth of Australia, and unless it is otherwise arranged I should suggest that perhaps Mr. Deakin would open the discussion.

Mr. DEAKIN: Subject to Sir Joseph's approval and that of Dr. Jameson, what I was about to propose was this, to pass by the resolutions as framed, except so far as they furnish material for discussion upon them point by point; for instance, ours says, "That it is desirable to establish an Imperial Council." Directly we read that, the question of title is raised. Would it not be a business-like method to take first of all the question of the title of any future conference, discuss that and settle it? Then it passes on to say that the Council or Conference, or whatever it may be termed, shall "consist of certain members"—take that next, and decide how they are to be chosen, or the position of other Ministers which we settled amongst ourselves on Monday. That should be formulated, and so on, taking point by point the various matters that these resolutions suggest, dealing with each in turn. It might be necessary to alter their order slightly, but I fancy that would shorten the discussion.

CHAIRMAN: May I first point out that it puts those who have not passed resolutions at all into rather an invidious position? There is nothing on record and it seems to me with all deference that we should shorten our proceedings really if we had a general discussion first and saw how far we were able to get to a general agreement on the general discussion. If that was done I rather think the adjustment of details would be simpler. If we take the thing at once on the question of title, we really cannot settle the question of title without discussing the general constitution.

Dr. JAMESON: I was going to suggest that certain Colonies have put down certain subjects to be brought forward, and of course they have thought them of paramount importance. Other Colonies perhaps do not think them so important, and your objection to Mr. Deakin's proposal would be met, I think, by taking what has been put down, and then after these are finished any representatives of the Colonies who had not brought forward any resolution would go on to consider what they wished to bring forward to cover the ground, starting with what we have in front of us, and then practically taking what would be amendments from those representatives who had not brought forward any resolution on the subject.

Sir JOSEPH WARD: I quite agree with Mr. Deakin that it would save the time of the Conference, and be more advantageous, instead of the Australian and New Zealand representatives submitting independent resolutions, that we should agree to merge them in some form so as to endeavour to come to a general understanding.

CHAIRMAN: That is the same as I proposed.

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(Sir Joseph Ward.)

Sir JOSEPH WARD: Yes, if a discussion were to take place as you suggest, giving an outline of what is in the minds of the different representatives, it might enable us to arrive at some concrete form of expressing our desire upon this important matter. For my own part I am quite prepared to fall in with whatever is the best way of arriving at a decision upon it. I would just like to say that I am of the opinion that it is perhaps a little premature, Mr. Deakin, to commence to discuss what the term should be. We first want to see whether we are in accord upon the general principle of establishing an Imperial Council under some name.

Mr. F. R. MOOR: Would it not promote the object we have in view if the Colonies who have brought forward these resolutions would in brief give us their ideas each individually as to what form this should take?

PROPOSED IMPERIAL COUNCIL.

Proposed Imperial Council.

Sir WILFRID LAURIER: Canada has made no suggestion upon this point. I may say that in our country, as we have stated in our despatch, we do not view it with much favour, but we approach it with an open mind. I would at this moment observe relative to the suggestion of Mr. Deakin that we should take up at once the first proposal of the Commonwealth of Australia. "That "it is desirable to establish an Imperial Council to consist of repre- "sentatives of Great Britain and the self-governing Colonies chosen "ex-officio from their existing administrations," and that the title should be the last thing to be determined. We should know beforehand what should be the functions and the powers and duties of that Council and define those, and then according to the functions which were deputed to it the title would depend. It might be a Council or a Conference or anything you please, but it seems to me that the very first thing, as Mr. Moor suggests, is that we should settle what we have in our own minds. For my own part I approach the subject with a perfectly frank mind, but I think the suggestion made is a good one, that the gentlemen from Australia, the Cape and New Zealand should give us their views in a general outline, what they have in mind as to the functions of this Imperial Council which they think ought to be established. That would bring forward at once the whole scope of the discussion, and we could determine then how we could agree, but I do not think that we should give it a name unless we know what it is.

Mr. DEAKIN: If it be your wish, Lord Elgin, I have no possible objection to state off-hand, and shall endeavour to do so in as few words as possible, the general purport of this proposal. Our discussion will probably resolve itself into some such analytical method as I just ventured to suggest. We found in the despatch from the previous Imperial Government a proposal to adopt the title "Imperial Council." This we understood was intended to be conferred upon the existing Conferences without any substantial alteration in their powers, or in the principle of their constitution. We were prepared to mark our appreciation of the intention by the adoption of that title. It appeared to us a fitting cognomen for such a body, and if its constitution were elaborated to some light degree it might have

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been a judicious thing to accept it even at this stage; but the intention of this general resolution of ours was to retain these Conferences precisely as they have existed—this Conference as it now exists—unaltered in personnel or in procedure, except so far as we might with advantage connect its several meetings during the intervals of its assembling, and provide for a more efficient means of keeping its members in touch with one another, and with the Government of Great Britain. Our idea was not to endow the new body under whatever title it was known, with any legislative or executive power whatever, nor to diminish its immediate dependence upon the Governments of the Dominions represented here; but to provide that it should meet periodically, consist of Prime Ministers, discuss questions of Imperial interest, and where possible arrive at conclusions to be afterwards recommended to its governments and legislatures. But it should have no more power than we possess here of itself putting into effect any decisions at which it might arrive. Consequently, when the despatch of the Prime Minister of Canada was placed in our hands, and the suggestions derived from the experience of that government of the connotations of the word "Council" were put before us, we at once agreed that if Sir Wilfrid Laurier thought fit to press that view, for our own part there would be no objection to adopting the title which he suggested instead of that which we had proposed. We accepted the term "Imperial Conference" instead of "Imperial Council." The body we had in view was a conference that was to have no such powers as, according to the Government of Canada, are associated in their minds and in the minds probably of those whom they represent, with the name "Imperial Council" which to us would not have meant more than "Imperial Conference." We are perfectly prepared to accept that title. I do not need at this stage to detain the Conference further. Our object is to retain the Conferences as they at present are, in respect to their authority, to their constitution and to their periodical meetings. We add a staff, to which allusions will hereafter be made, for purposes which will then be discussed separately. As to meeting the expenses of that staff, we propose that it should not be cast upon the exchequer of this country. Beyond that it seems to me at all events not essential for us to proceed at this stage. I therefore submit that it is desirable to establish an Imperial Council or Conference. If the word "establish" be taken exception to, because, as matter of fact, the Conference is already in existence, I have no objection to that criticism. What is sought is to insist once more upon the regular, and, so far as we can, upon the permanent existence of this Conference. After that we propose a Secretariat with a view to the consultation through it of the various members of this Conference or of the Prime Ministers and others who would be members of the Conference in the intervals between their meetings; to enable suggestions to proceed from one or more or all of them through the Secretariat to each other and to the Government of this country, in order that questions likely to be dealt with at the succeeding meeting may be examined some time ahead, and that all necessary information and inquiries may be made and views exchanged, so that the proposition, after reflection, may either be pressed, modified, or abandoned when the Conference is entered upon.

Under these circumstances, instead of meeting as we do to-day with only a very imperfect relation to the Conferences which have

preceded this, and instead of taking up the questions before us in an elementary fashion, we should have an agenda of partly or completely prepared, and sometimes partly digested matters. This would not only save time, but would enable us to approach our conclusions with much greater confidence. In the same way, with such a Secretariat after a Conference had closed its labours, the resolutions arrived at would either be the subject for further inquiry or where the governments agreed that it was a matter within their scope or their legislatures agreed at some time prior to the next Conference that it was a question within their scope, there might be whatever action, small or great, was called for. The action of the Secretariat would be subject, as I have always said, to the real authorities without whom no action is to be proposed to be taken, that is to say, in each self-governing community, to that community itself; until its assent was given in the ordinary way by law or by executive act, as the case might be, there would be no power in this Secretariat to ask for or to direct any action. The Secretariat would be merely an agency for carrying out the instructions of one Conference and for acting as an intermediary at the suggestion of any Prime Minister or any government or governments in order to prepare for the next Conference or between its meetings.

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Proposed Imperial Council. (Mr. Deakin.)

I hope I have not spoken at too great length, but the idea that we had in our mind was not an extension of power; it was an extension of inquiry, an improvement of method, a system of obtaining complete information and of enabling us to exchange views with the Government of this country or with each other. Let me say in conclusion that there are some matters of foreign politics, for instance, which occasionally touch closely, either every Dependency or some of the Dependencies of the Empire, and amongst them some or all the self-governing communities. At the present time any communication on those matters is indirect of necessity, but it is also impeded by other considerations. We may appear officious; we may appear to be assuming without sufficient knowledge that some communication of ours is called for. We desire to be in a position to be able to make such necessary enquiries in regard to foreign politics as may appear to us to be urgent and important, to make them direct, to obtain a reply, and if that reply appears to us to embody any principle, to communicate through such a Secretariat with the other self-governing communities asking that they be placed in possession of the same information in order that they may consider whether in the interests of their own people they too should not communicate direct with the Government of this country in whom the whole control of foreign affairs and defence rests. I think such occasions would be of rare occurrence, and do not think they would arise after we had once got into touch with one another more than once or twice a year, but when they did arise they might be very vital indeed to some or all of us. But in all these aspects, what is intended is the continuation of the present Conference under improved conditions, systematized procedure, larger information, and whatever extra dignity or prestige would come from a higher standing, but especially in regard to the greater efficiency that we might expect from these developments. What we propose is the continuance of these Conferences with additions which in no way alter their character, principle, or dependence upon the legislative action of our respective governments.

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Proposed Imperial Council.

(Mr. Deakin.)

Sir WILFRID LAURIER: Have you thought of the composition of the Secretariat?

Mr. DEAKIN: Yes, to this extent. My own idea is that, if possible, the Secretariat should consist either of persons new to the public life of this country, preferably trained by Colonial experience, and possibly with some official experience here, but, as far as possible, men who had been selected for their knowledge of the outer Empire, if I may so term it, of its great dominions, and of the methods of government obtaining there.

Sir WILFRID LAURIER: To be appointed by whom?

Mr. DEAKIN: By the Conference practically, for the Secretariat would be its agency. It would necessarily require to be attached to some department, and when the proper time comes I shall hope to make a suggestion, without offence to the Colonial Office and certainly not to its chief, which is that there appear to us to be a great many practical reasons why it is desirable that the Colonial Office in the future should be what it was at its commencement, simply the office for the Crown Colonies. Any communications that the self-governing Colonies or self-governing Dominions have with the Mother Country should pass through another channel preferably to the Prime Minister of this country direct. The number of despatches from the self-governing portions of the Empire is, I think, comparatively small and would require only a small office. Their communications of a regular character, exchanging information, and so on, are frequent. The Prime Minister's attention would be rarely called for, but at present we suffer, and suffer constantly, because ninety-nine hundredths of the time and attention and ability of this office must necessarily be devoted to the enormous area, the immense population, and the innumerable problems which surround its administration of different communities scattered all over the world. It appears to me that it would be for the advantage of the Colonial Office, and it would be to our advantage, if we were dissociated altogether from the Dependencies which are governed, and admirably governed, if I may say so, from this office. Taking the communities that undertake to govern themselves, from which the despatches are rare and which require very much less attention, it would be to their advantage to be associated, as I am daring enough to suggest, with the Prime Minister himself, who I understand, although his responsibilities are almost beyond description, is not burdened with much administrative work at the present time. I did not intend to enter upon that now, but as you asked me, Sir Wilfrid, I have answered your inquiry.

Sir WILFRID LAURIER: I think it is important in the discussion. When this subject was first put to the Colonial Governments by the despatch of Mr. Lyttelton, the suggestion was that an Imperial Council should be created; and, as we understood it in Canada it meant this—and I think that was the thought that Mr. Lyttelton had in his mind at the time—that the Council should be composed of the members of the present Conference or of the Conferences which have taken place up to this date, that is to say, of the Prime Ministers of all the self-governing Colonies, assisted by a permanent body to sit here in the City of London, similar to the Imperial Defence Committee. If that idea had been accepted, that there should be here a permanent Imperial Civil Committee instead of an Imperial Defence Committee, the title "Imperial Council," I think,

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would have been appropriate. We demurred at once in Canada to the idea of creating such a committee as was suggested, but we thought it preferable to keep the Conferences to their present composition, without any more power than they have at the present time; and therefore we suggested that the name "Conference" should be retained, substituting for "Colonial" the word "Imperial," which I think is more in accordance with the fitness of things. These Conferences are really Imperial in their character, since they are not composed only of the self-governing Colonies, but of the representatives of the Imperial Government also. I am very glad to hear from Mr. Deakin that he has no objection to that. The next question, as I understand—the idea of having such a council as was suggested by Mr. Lyttelton—is not pressed.

Mr. DEAKIN: We have never pressed it.

Sir WILFRID LAURIER: No. I thought that the Imperial Government would press it; but it is not pressed, as I understand. Therefore we are brought to the idea of having a Secretariat, sitting here in the City of London. Even in this modified form I am far from being agreeable to it. The Imperial Conference, if the name is accepted, cannot sit here more than once in four or five years; it cannot sit every year, I think everybody admits, nor every two years; three years even would be too proximate a date. I may say, for my part, I thought even four years was too short a space of time, in view of the fact that nobody can come to this Conference except at great inconvenience; and supposing it were decided to sit every four years, you would have here the Secretariat, and during the four years the Secretariat to whom? As I understand, to the Prime Minister, according to Mr. Deakin's proposal. The Prime Minister of England is a pretty busy man. I am the Prime Minister of a very small Colony, large in territory but small in population, and I am a pretty busy man, and I imagine that if the Prime Minister of England could add some 24 hours to the 24 hours of the day it would not be too much for him; and I think if you are to burden him with any more duties, I see some difficulty there. The Colonial Office, which is already divided into departments, is the proper department to deal, under ministerial responsibility, with the self-governing Colonies or Crown Colonies. I would not like to pass by the suggestion of Mr. Deakin. I simply give my impression, and, as I said a moment ago, I approach the subject with an absolutely open mind. I am simply pointing out some of the objections which I see at this moment.

Sir JOSEPH WARD: I would like to say a few words upon this important matter, Lord Elgin. Whether the organisation is termed a council or a conference to my mind is not of very great importance so long as the position and duties of the Council are defined, and speaking for my Colony I lay it down as one of the cardinal principles of such an organisation, that there should be no interference with the present rights and powers of the governments of those self-governing countries; and in that respect if we are safeguarded, as I am perfectly sure everyone is desirous of doing, what we term the meeting of the Prime Ministers does not matter. If it is covered by the term "Conference," in deference to Sir Wilfrid Laurier's wish I have not the slightest objection, and I should be only too glad to fall into line with it. Why I preferred the word "Council," is be-

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(Sir Joseph Ward.)

cause it indicates permanency, and it is with the object of having a permanent institution established that I think we ought if we can to arrive at some decision of a definite nature in dealing with this matter.

Now, upon the point last referred to by Sir Wilfrid Laurier, and dealt with by Mr. Deakin in the course of his speech (upon which I should like to add I have had no conference with Mr. Deakin), I should like to say, in regard to the suggestion of the method of dealing with Governments of the Crown Colonies and those of the self-governing Colonies, our self-governing Colonies are increasing in population and in power daily; during the next 10 or 20 years there is no man sitting at this table can contemplate what those countries, among them the Dominion of Canada, are going to attain to, and I am persuaded in my own mind, that although the work of the Colonial Office—and I have had a fairly long experience as a Minister of the Crown in our country—with regard to our self-governing countries has been of the finest possible character, there is, however, a feeling, in the minds of administrators certainly, that we occupy a very different position to those Crown Colonies. We regard the Crown Colonies as being governed and controlled by the British Government entirely, with the advice of the experienced representatives who go out as Governors to those Crown Colonies. We look upon them as portions of the British Empire governed from England, and under their complete control and direction, subject to the advice, as I say, of the Governor resident there. Our self-governing countries are not in the same position. We are responsible to our own people and govern ourselves, and we want to be regarded as we always have been, though working through the Secretaries of State for the Colonies. We should be in a different category to the Crown Colonies. I think the term "Colony," so far as our countries are concerned, ought to cease, and that that term ought to apply to the Crown Colonies purely, and that those of us who are not at present known as Dominion or Commonwealths, should be known as States of the Empire, or some other expressive word, so as to make a distinction as between the Crown Colonies and the self-governing Dependencies. I would not presume for a moment to suggest how the work of the Colonial Office should be arranged, but if we were put under a separate category, and necessarily with a separate Administration for the working of our self-governing countries, that would be a great improvement, and, although perhaps not important in the minds of some people, would be a source of considerable satisfaction, certainly to our country. I should like, at all events before we finish our discussion, to say something further upon the suggestion made by Mr. Deakin, with a view to arriving at an understanding about it.

For my own part, I want to say that whether it be called an Imperial Conference or an Imperial Council, in my opinion it should consist of the Prime Ministers of the self-governing Colonies, the Prime Minister of England, and the Secretary of State for the Colonies. That is the opinion I entertain, and I have had that in my mind all along. Now, I suggest that we should consider the propriety of including the Prime Minister of England upon the Imperial Conference for the reason that it does in the eyes of the outside world impress upon the public at large the fact that the Government of the Old Land is part and parcel of the Conference.

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An ordinary individual who takes an interest in the carrying on of the affairs of a country like the one to which I belong cannot draw a line between the individual designations of the great Ministers of the Crown in the Old World, and I believe it would not derogate in any way from either the functions or position of the Secretary of State for the Colonies and it would add materially to the importance of the Conference if the Prime Minister of this country were included.

I want also to say that I think the functions and powers of the Council should be consultative and advisory only on everything—that is on all matters affecting the Empire or Imperial matters in which the States would be in any way concerned, and that it should have no executive or administrative powers.

Upon the question of the Secretariat, I am inclined to think that that is a matter that ought to be deferred for final settlement, and it ought to be deferred for the reason that if this Conference arrives at the decision that it is desirable to have a permanent Imperial Conference, then I think the present Prime Ministers should confer as to the best means of having the gap between the times of the periodical meetings every four or five years filled up. The meetings should not be too frequent, their frequency would weaken them to a very material extent and detract from their influence, but I think that the manner of the filling up of the gap by the permanent officer who is to be here to represent such an Imperial Council, requires to be very carefully considered before we arrive at a final conclusion about it. I am not favourable myself to the creation of what one might term a separate office, carried on in the Old Country as an intermediary between the respective Prime Ministers during the recesses. I should feel rather disposed to consider whether the self-governing countries could not mutually agree to one or two of the more important representatives of their Colonies resident in England, that is, the High Commissioners or Agents-General, becoming the recognised channel through which communications should pass. I want to make it quite clear that the communications which we now are in the habit of sending from the Colonies through the Governor to the Secretary of State for the Colonies, should remain absolute, as at present, for the purpose of dealing with all matters of Imperial concern to our country about which from time to time we require to communicate, because I think we should be, above all things, strenuous in our desire to preserve our entity or individuality in the matter of the control of our own country. But a permanent Imperial Conference would in my opinion be invaluable. Questions which it would be to the interest of all of us to confer upon, of importance to the different self-governing countries, could, in the recess, be subjects for correspondence. I see no reason why, by correspondence upon many matters of vital concern to our countries, we should not really perpetuate the advantages that ought to accrue from the periodical meeting of practical men. My opinion is that during the recesses enormous good to our respective countries would accrue, if we were able to recognise that we had all the right to communicate, confidentially, if we wished, through the Secretariat upon matters that might be of immense consequence to our countries.

Our country is very anxious and willing to assist the Old Land in the event of trouble arising, to do so voluntarily by men or by money, and, I think, always would be ready to do its share in fight-

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ing for the defence of the Motherland in any portion of the world. We want to keep clear of the possibility of being drawn into what one might term Continental troubles with England itself. We want to have a distinct line of demarcation drawn in that respect between the responsibility we accept of our own free will and the responsibility that may be imposed upon us without our having had any opportunity of conference or discussion with regard to it. To my mind that is one of the matters upon which such an Imperial Conference or Council permanently established, with the understanding that the members of it would correspond with one another during the recess from time to time should circumstances require it, would be beneficial, so that we might take joint action for the purpose of helping or working together in critical times. To secure a position of that sort I regard as of very great importance, and we in New Zealand should have the benefit of the advice of a gentleman, say in the position of Sir Wilfrid Laurier himself, or of any other who might when the time comes take his place, which I hope will be a long way off. What an enormous advantage it would be for a country like New Zealand to have the opportunity of conferring with, perhaps, General Botha or Doctor Jameson, which we could do with some authority if we had a permanent institution properly established. As it is at the moment, in carrying on the Governments of our respective countries, we may have communications from the Secretary of State for the Colonies. We act to the best of our judgment; we act without consultation with the Premiers of the other self-governing countries. Occasionally the Prime Ministers of the Commonwealth and of New Zealand confer as a matter of discussion beforehand, but still we act independently. With the recognition that we had some sort of—I do not say power, because power would not be the proper word—but the opportunity of consultation, if we had an organisation by which we could look upon as our right to confer with each other, then, I think, a recommendation coming from us after mutual discussion and consideration, perhaps by cable, would be invaluable in arriving at a decision upon very critical and important matters.

I do not propose to take up the time of the Conference further at the moment, except to say that I do hope that we will be able to meet the difficulties or to meet the views of Sir Wilfrid Laurier on this question. I recognise, as the representative of New Zealand, that unless we have the full concurrence of the representative of the great Dominion of Canada with us upon the proposal to establish an Imperial Conference permanently, it would be quite hopeless for us to expect to arrive at anything like a working basis which would be of any use to us. For my part I should go a long way to meet any suggestion Sir Wilfrid Laurier has to make in the hope that we may do something before we part on this occasion towards establishing an institution that ought to be not only helpful but invaluable to our respective countries in carrying on their functions. We must all be in agreement regarding the establishment of a Council or Conference.

There is a matter to which I would only allude and then I will conclude. At the present moment we are all anxious to try to assist the intricacies of trade development; we are all desirous—at all events, the self-governing Colonies are—to enter into reciprocal treaties with one another on matters of trade. If we had an Imperial

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Conference or Council established of which the Prime Minister and Secretary of State of England were members, that is a matter which might, with enormous advantage both to the Old Land and to the newer ones, be taken up by the Imperial Council, and be gone into with a view to see what anomalies and what difficulties exist on the side of the Mother Country and what anomalies exist in the Colonies, to enable something like a unanimity of decision being arrived at. My opinion is that we should give and take upon matters of great importance so as to bring the Mother Country into line with us, on a difficult question of this kind. For my own part I do not see why the Imperial Council should not consider among other things, with full information furnished to it from the Secretariat, the desirability of omitting some items that we are deeply concerned in from the proposed tariff between our respective countries, possibly foodstuffs. That is a matter which a Conference, sitting as we are now, cannot go into the detail of, but we could get an immense amount of information concerning it which would be of great use to us in arriving at a decision. New Zealand has taken up the matter of a Council at the instigation of the Secretary of State for the Colonies in the despatch referred to by Sir Wilfrid Laurier, sent out in 1905. The three previous Conferences to the present one have all felt, though they have derived practical good from the interchange of ideas between the representative men in charge of the affairs of the respective countries, a certain amount of hopelessness owing to the difficulty of putting into some practical effect the decisions arrived at at the casual Conferences that have been held.

I merely wish to say upon this question that if it is possible as the result of the discussions for us to arrive at some basis upon which we could construct an Imperial Conference of a permanent character, then I think the meeting of the representative men of the respective countries would certainly have done good.

Dr. JAMESON: Lord Elgin, I would first say that I recognise what Sir Joseph Ward has said, the advantage of having unanimity upon this subject, or any other subject which comes before this Conference. Nothing will be done unless we are all unanimous, and I was very glad to hear the extremely moderate and very lucid statement of Mr. Deakin on the question of Conferences. I was glad to see from that lucid statement that he was able to remove from the mind of Sir Wilfrid Laurier the idea that he had any elaborate scheme to propose with regard to the constitution of this so-called Imperial Council, which I may say at once I would be glad to see changed in name to the Imperial Conference. We did not wish to initiate any new scheme whatever, as Mr. Deakin has explained; all that we desired was to make more efficient the work of the Conference, as the Conference stands at present.

I noticed that Sir Wilfrid Laurier still practically stands to the objection to the second portion of the scheme, that is the Secretariat, the new office to be created in England. Sir Joseph Ward says he does not want to see any new office created in England; at the same time there is a desire that there should be some connecting link between the Conferences during the three or four years when we do not sit, and unless you have something in the form of a Secretariat I do not see how you will get that desirable link. Then I do not think Mr. Deakin exactly expressed his answer to Sir Wilfrid Laurier. Sir Wilfred laurier asked: "Who is it to be the Secretariat of—the

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"Prime Minister of England?" and Mr. Deakin said: "Yes," but I do not think Mr. Deakin meant that exactly; he meant it should be the Secretariat to all the Prime Ministers of the Empire,—the Prime Ministers of England and of all the self-governing Colonies. My idea of the Secretariat was that each of those Colonies should appoint its representative upon it, the Prime Minister of England also being represented upon it. I think this the right arrangement as far as the self-governing Colonies are concerned, because, after all, at the back of the whole of this is the fear of the expense of any new body here and the possibility that that body might grow in power so as to interfere with the powers as they exist in the self-governing Colonies themselves. I think we are all unanimous in this room, and I know how strong the feeling is that we ought not to delegate any possibility of any power away from the self-governing Colonies, but that we ought to increase their powers. What we are anxious to do is, of course, to get each individually into constitutional equality with the Motherland: it may be a very disproportionate equality, but that is our idea, really that we are going to be nations, not separate from the United Kingdom but nations within the United Empire. But it is to be nations; so I want to disabuse General Botha's mind, he having mentioned the subject to me a couple of days ago, and also the mind of Sir Wilfrid Laurier, from the idea that we are not as strong as they are on this subject of maintaining absolute control over local affairs in our various Colonies. With that idea, to show that no power could accumulate to this Secretariat, I would propose, at first at all events, that that Secretariat should be composed really of our representatives in this country at the present moment, who are entirely under our control so far as we are concerned. In the case of Canada, New Zealand and Australia, it would be the High Commissioners, and in the case of the other Colonies it would be our Agents General. Then, as to the work. What would they do during the three or four years with no guiding hand? I think there will be plenty of work for them to do—in fact, I consider each of these High Commissioners or Agents General probably would create a department with perhaps one or two clerks under the Agent General to do the investigation work that would be required in preparing what I call the brief for the coming Conference. Till then the Secretariat would consist of either the present or other representatives appointed by the various Colonies themselves, entirely under the authority of those various Colonies, and that would form, I think, a beginning only of the link between the Conferences as at present established. I understand the 1902 Conference passed a resolution that the Conference should be every four years, or at all events, should occur within four years, and I have no doubt that before we part we will pass a resolution that we should meet every four or five years, or whatever the term may be.

On that same point again Mr. Deakin said that in preparation for the Conference the Secretariat would work out these subjects as, I say, the brief for the Conference, and at the same time in working up this brief various subjects might be proposed which on investigation it might be found it was not worth while bringing forward, and they would be abandoned. Of course that Secretariat would have no power to abandon or create anything; they would be abandoned, as Sir Joseph Ward suggested, by correspondence between them and all the Prime Ministers, and by the authority of the Conference, although the Conference might be scattered at that particular time all over the Empire.

Mr. DEAKIN: Precisely.

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Dr. JAMESON: Still the whole power is left with the Conference, and I may say I contemplate that this Conference will not attempt to get any further than merely consultative work even in the Conference itself; there is no possible increase of power. As I say, it is a kind of seed which may grow. Of course, we may have visions a thousand years hence of a closer union, but we want no more than that at the beginning. We want no new departure. We know perfectly well how shy any one of the Anglo-Saxon race is of a new departure, and all we want in the self-governing Colonies is that this union of the Empire should gradually grow, but you must put the seed in first so that it may begin to grow. What we want is what I think the Secretary of State for the Colonies suggested—a link between the Colonies.

General BOTHA: Lord Elgin, and gentlemen, I have read with great interest the speech made by Mr. Chamberlain at the last Conference, and there is one point that specially drew my attention, and that is this: "It is clear that the object would not be completely "secured until there had been conferred upon such a Council execu- "tive functions, and perhaps also legislative powers, and it is for "you to say, gentlemen, whether you think the time has come when "any progress can be made in this direction." Now, when I read this I thought that if the word "Council" was to be attached, as suggested by Mr. Deakin, to the word "Imperial," this might make an infraction upon the rights of responsible government of the various self-governing Colonies. On this point I am conservative, and I do not see any reason for departing from the name which we have to-day. I should like to build up, but I should like to build slowly. The circumstances of South Africa to-day are such that we represent three Colonies there. The fourth Colony, will, I hope, also be represented at the following Colonial Conference. I think it is a good thing for us to discuss the point, but I do not think we should arrive as yet, at this Conference, at a final conclusion on the matter, although I am inclined to identify myself in a great measure with the suggestion of Sir Wilfrid Laurier. On the question as to the Secretariat, I think the suggestion made in connection with that, with all due deference to Mr. Deakin, is not quite happy. I do not quite understand what the duties and functions of those people will be. I also fear that we might afterwards create more work for ourselves with the officials of the Secretariat than with the Colonial Office itself, and I want to maintain the bond of connection as directly as possible between the Colonial Office and the self-governing possessions. I believe each Colony has its Agent-General here, and I think we should modify the instructions to the Agents-General in this respect, that they should have authority to prepare the agenda for us, to work up the facts for us. That is all I have to say.

CHAIRMAN: Gentleman, I am sure anyone representing the Imperial Government must have listened with great satisfaction to the discussion that has taken place, in one particular, at all events, because it is quite obvious that every word that has been spoken and every suggestion which has been made has been made in the spirit of increasing the unity and strength of the British Empire; and I feel very much, that if that is so (and I think it is so), there is no fear, as Sir Wilfrid Laurier put it on Monday, that this Conference

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will be a failure. We may have differences of opinion with regard to particular methods in which we ought to carry out the purposes, but if we have the same end in view, I am sure we shall endeavour to adjust our differences so as to secure that end. Therefore, I do not think it is necessary for me to go so much into detail as at one time I thought might be necessary with regard to the various resolutions which were sent into us from the other Colonies.

We meet in the first place under the resolution of the last Conference; that, no doubt, is in the recollection of the Conference, but I have it here before me. Since that time my predecessor, Mr. Lyttelton has sent out proposals which have been referred to in this discussion. I mention them with all respect; they have received support from several Colonies, but Mr. Lyttelton himself, after the despatch which came from the Canadian Government, agreed that these proposals must be deferred at any rate until they had been discussed here by the Conference which is now assembled. All therefore that I would say with regard to them is this, that no doubt the resolutions which are on our paper for consideration to-day, do take up both sides of the proposal which Mr. Lyttelton put forward, and that, therefore, we have in a sense those proposals as well before us. Now it appeared to me when I first saw these resolutions that there were considerable differences between the views taken by those who proposed them. In the first place I came to the conclusion, and I am glad to have it confirmed by what Mr. Deakin has said, that the object of the Government of the Australian Commonwealth was to preserve the chief characteristics of the Conference as they have hitherto existed, but I was not quite so sure with regard to the resolutions from New Zealand and the Cape, and I thought that it was possible to read in them a proposal to establish in place of the Conference a permanent body or Council, which was, of course, an entire alteration from the principle under which we assemble. But from what Sir Joseph Ward has said, and I think also from what Dr. Jameson has said, I may assume that this is not the intention of those Governments; they do also, as Mr. Deakin has put it, desire to preserve these Conferences—I will not say exactly on the same basis, but at any rate on the same principle on which they have existed hitherto as Conferences, as the Prime Minister described them, between the Imperial Government and the self-governing Colonies through the representatives of the Imperial Government and the Prime Ministers of the Colonies. I notice, again, that the Australian resolution does say distinctly that the representatives of the self-governing Colonies should be chosen *ex officio* from their existing administrations, and I think I gathered from Mr. Deakin that by that he does mean the Prime Ministers essentially.

Mr. DEAKIN: The phrase "*ex officio*" was used only because it might be physically impossible for the Prime Minister to be there, in which case a second Minister would take the place of the Prime Minister and speak for him.

CHAIRMAN: Quite so. New Zealand does not enter into any qualification; but I do not wish to press that, or any other difference between the resolutions, unduly. I quite expected to have, as we have had, full explanation from the representatives of the Colonies when they came, and I do not understand that on that point there is any difference between Sir Joseph Ward and Mr. Deakin.

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Now I come to a very important matter indeed, and that is the functions of what is called, in the resolutions, the Imperial Council, but which, from what I have already said, really means the Conference. New Zealand, again, gave no definition of the functions, but the Australian resolution did define them and defined them in a very interesting manner, because it puts it very distinctly that the objects of the Council are to discuss at regular Conferences matters of common Imperial interest, and went on to say: "and to establish "a system by which members of the Council shall be kept informed "during the periods between the Conferences in regard to matters "which have been, or may be, subjects for discussion." Discussion at the Conferences is at the root of the whole business. I venture to think that the point is of importance, for this reason, that on the one hand, so long as we are dealing with the question of the methods by which we may improve the machinery of the Conference system, we are doing one thing, but as soon as we begin to discuss any question of establishing a body with powers independent of the Conference, we are doing a perfectly different thing. That second thing is a new thing. It is not what we have had, and I am afraid it would be very difficult for me to agree, on behalf of His Majesty's Government, to the establishment of a body with independent status or authority. It would be contrary to the freedom and independence of which the Prime Minister spoke at our meeting on Monday. Therefore, it was that we did feel with Canada that there might be under a proposal of this kind, a danger to the autonomy of us all—not only us here, but the self-governing Colonies as well. In the self-governing Colonies, as with us, I need scarcely remind the members of the Conference, the basis of all British government is the responsibility of Ministers to their Parliaments; not only, as here, our responsibility to the British Parliament, but your responsibility to your Parliaments. I venture to think that to do anything to establish a body that might interpose in any way between Ministers and the Parliaments to which they are responsible might almost endanger the liberties which ought to be inviolate. I for my part find it difficult to imagine that a body in any way independent of Ministers here or in the Colonies, established in this country, could be in accordance with the principles to which I have referred. I know it is said that nothing executive is intended, and it is to be nothing but advisory. I am afraid I do not think that that entirely removes the objection. We have, even in private life, sometimes had experience of the candid friend, the man whose advice we cannot avoid listening to, though, perhaps, it does not always strengthen our hands in the process. I venture to think that there would be a relative danger, but of course under all the circumstances a much more important danger, in the establishment of a body in any way independent in connection with these Conferences; and I think I may say for my colleagues that we all think Ministers must be secured in the direct responsibility which they hold to their Parliaments.

There is another point which Sir Joseph Ward referred to, and which I would just like to touch on for a moment, and that is that we already have a constitutional link between the government of this country and the governments in the Colonies through the Governor himself. I hesitate to say much about that in the presence of my colleagues, who have had much greater experience of the working of

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it than I have, but I do venture to say that the Governor's position is an important one, and his influence is often very great, if I may make one personal allusion, I speak from a recollection of chapters in my own family history, and from my experience of the last eighteen months in this Office. You must recognize, I am sure, every one of you, that we endeavour to send out to the self-governing Colonies men who are of a standing and calibre to fulfil those duties. A change in the relations here might make that very difficult, and there would be a danger, I think, of the influence of the Governor being destroyed, or, at any rate, his opportunities of influence restricted, and of course it would not be very difficult to make the Service less attractive to men of ability and energy. I do not wish to press that point in any way too far, but I think it is one worth bearing in mind in the discussion of this question.

In what I have said hitherto, I have, no doubt, rather assumed that I was speaking of what I imagine possibly might be the idea underlying the New Zealand resolution as to an Imperial Council in place of this Conference. I repeat that I do not think that that is practicable, at any rate in the meantime; I would not put it aside altogether. A time may come when it may be practicable. I have dwelt on the importance of the link of responsibility between governments and their parliaments. I can appeal to those here who have had experience of federations that that is borne in mind when the federation itself is called into existence. It is to a Federal Parliament that the Federal Government is responsible. If we ever in future ages come to a federation of the Empire, which is a dream that men have entertained, it must proceed, I maintain, on the same principle, and whether the time will come when science and the inventor may make that practicable—and one feels a doubt whether one ought to put any limit to the triumphs which await science and the inventor—still, at any rate, that is not a part of the discussion to-day, and we must deal with the problems as we find them. I would only just say, therefore, that with regard to this meeting I understand the Conference is, with practical unanimity, agreed—I think I may put it as far as that—to accept the designation of "Imperial Conference." I think, as far as I am able to speak for His Majesty's Government, that we would be perfectly prepared to accept that designation, and to allow the matter to stand as regards that branch of the subject, on that footing. I think that designation originally came from Canada, and, therefore, I suppose I may assume that Canada would carry us so far. I think that can be taken as one result, but I should not like to limit the resolution to that. The Prime Minister spoke with emphasis on Monday of his desire for some means of "maintaining the impetus." This is really a discussion of business relations, not quite on the same grade, perhaps, as the former part of the subject, but still of immense importance. I should like, with all deference to Mr. Deakin, to say that I am not prepared to admit that I am ashamed in any way of the submissions which have been made to this Conference. It is not only the Colonial Office, but every department, I think I might say, of the British Government, who have been concerned in laying before the Conference what I venture to maintain are a remarkable series of papers. It has been our business in the Colonial Office, of course, to co-ordinate and arrange them, but we do not profess to take credit for more than it has been our duty to do. What I hope is that the

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Conference will now, or, at any rate, when the business of these meetings has been completed, feel that the Colonial Office has done all they can to put the subjects before them orderly and with full information, and will, so far, at any rate, express approval of the efforts of my friends the Secretaries, who have been mainly responsible in this matter. But it is said that even if that is so this work is ephemeral; when the Conference is dissolved the organisation disappears and the thread is lost. I am not quite clear that I should even admit that altogether. I think, in justice to my office, and in justice to the other offices of the British Government, that if you study these papers—for instance, this paper laid before you describing the progress of events—you will find that a good deal has been done on a number of subjects between the last Conference and this. I am not in the least inclined to dispute that there would be an advantage in more continuity, but I would say so under one condition, that I think that any organisation established for that purpose must be under a responsible head. We must remember that many, if not most, of the subjects which come before the Conference are highly confidential. They are matters which deal with information from official sources. If we advance so far as to approach a remedy, that remedy must be obtained, either in this country or in the Colonies, by the efforts of the legislature. (Chairman.)

I may refer to some observations that have been made in the course of this discussion with regard to the position of the Colonial Office. It has been suggested that the Colonial Office should cease to be in communication with the responsibly-governed Colonies, and should restrict its energies to the Crown Colonies. No doubt at one time most of the responsibly-governed Colonies, if not all of them, were Crown Colonies, and the change has come gradually. To a certain extent that has been recognised in the Office itself. Within the last year we have been brought face to face with the fact that in the Transvaal, and very shortly in the Orange River Colony, we have two additions to the number of self-governing Colonies, and some re-organisation of our office would be desirable, and we have had it under consideration. I do not know whether this Conference will call upon the Colonial Office to provide for the continuity which it desires. If the Conference should so call, I venture to reply that the Colonial Office will do its best to meet it. I cannot answer the question as to whether the Conference will so act, but I should not like to pass this opportunity of thanking Sir Wilfrid Laurier for an expression of his opinion of the work done, and the spirit in which work had been done by the Colonial Office during the long period of his experience. It is a testimony which we value very much. I would venture on my own part to say that my experience, so far as it goes, would certainly be in the same direction, and I say that with the greater freedom because I am not a permanent member of this Office; I am only one of those political will-o'-the-wisps who pass through it and have gone. I have found here, I am bound to say, in the members of the staff of this Office, an absolutely single-minded devotion to the interests committed to their charge, and a determination to deal with the affairs of the Colonies as they come to them without fear, or prejudice, or favour.

Now, gentlemen, I say that if the Conference will allow us we are quite prepared to undertake to do our best to devise methods for securing the continuity which is desired. As I said, I have had this

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matter under consideration, and I might, perhaps, have elaborated a scheme for submission to this Conference, but I thought that on the whole it was better not to forestall the Conference. I desire to get suggestions from the members of the Conference, which I shall, of course, be only too pleased to take advantage of so far as I can. But if the principle is accepted, further conferences of, perhaps, a more confidential character, may take place during the course of our proceedings, and the matter may be arranged. If this could be done it appears to me that we should secure the greater part, if not the whole of the propositions put before us in the resolution from Australia. If the Conference should lay stress upon any subject the consideration of it would be early and would be continuous; any inquiry would be completed, and when the inquiry was completed, then the subject would be fully prepared with the fullest details, as Mr. Deakin desires, for the next Conference; or, what I think is a suggestion which should not be overlooked or disregarded it might in many cases with great advantage be dealt with, as the shipping question has been dealt with this year—by a subsidiary conference which could meet with less inconvenience, no doubt, to the Colonies and Colonial Ministers, but which, as that Conference to which I have referred shows, may have great results. The Prime Minister called your attention to that on Monday.

I do not know that I can add very much, and I hope I have not detained the meeting at too great length as it is. I have endeavoured to put frankly before you the difficulties which his Majesty's Government would feel in establishing a body independent of the Government of this country. May I say one word with regard to the suggestion that this secretariat should be under the Prime Minister. I have only to bear my testimony to what Sir Wilfrid Laurier has said as to the extreme strain which would be put on the Prime Minister by such a course. I cannot think myself that it can be the case that the business would be of small dimensions. I hope and believe that the communications between ourselves and the Governments of the responsible self-governing Colonies will for long be constant, and that we shall act in concert, and the more we do so, the more important it is that the business should be transacted in a large office where we can command full strength.

An observation was made, I think, by Sir Joseph Ward, with regard to the opportunities that this system which has been adumbrated might give for communications between the Colonies themselves. I do not quite understand why there should be a difficulty now. According to our present system, I think when a subject arises between us and any one Colony, which may be of interest to others, it is our practice to forward the communication to the others, and, as far as I know, there are inter-communications between one Colony and another. I only say that as an explanation arising out of the observation Sir Joseph Ward made.

I do not know what I can suggest as to the next step, as we have all expressed our opinions on these matters, but whether we are at this moment in a position to propose or prepare a resolution for adoption, I am not quite sure.

Sir WILFRID LAURIER: My Lord and gentlemen, as I understand the discussion so far, upon the first point, that there should be an Imperial Conference, there seems to be practical unanimity. Upon the second point, as to how it should be composed, that is the question

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next for consideration. I take it that the Imperial Conference is practically a representation of all the self-governing Governments to meet periodically with the Imperial Government here in London. There may be some discussion and valuable exchange of opinion as to how this Conference should be composed. I listened with a great deal of attention to the suggestion made by Mr. Deakin, and, I think, supported by Sir Joseph Ward, that whereas in the past these conferences have been presided over by the Secretary of State for the Colonies, the Prime Minister should be joined in order to affirm the fact that it is, as I ventured to express it the other day, a conference between governments and governments.

Next, as to what was originally the thought, that there should be an adjunct body to sit here in London permanently during the three or four years that the Conference would be absent from London. This point is reduced now to having a secretariat. There is a good deal of difference of opinion amongst us upon that. I have said, and I can only repeat that I approach this subject with a very open mind. I have listended with very great attention to the observations of my three colleagues, Mr. Deakin, Sir Joseph Ward, and Dr. Jameson. They protest, and I am sure they are quite sincere about that, that such a secretariat would not have any work to do more than is implied in the word "secretariat," that it would not be an independent body, but a dependent body. I know that is the intention. But I cannot bring myself to see how the organisation of such a body is to be anything else but that of an independent body. Whom are they going to advise? Whose suggestions are they to receive? On what authority are they to act? What work shall they do? What advice shall they give? Shall they give independent advice? What reports shall they make? I can conceive that a body of that kind might be instructed to prepare some work here and there occasionally, but during four or five years they would be here all by themselves taking the suggestions of nobody, so far as I can see. It was suggested by my friends, Sir Joseph Ward and Mr. Deakin, that they should be under the control of the Prime Minister, but even that I am not satisfied is practicable. If Mr. Deakin can satisfy me that it is practicable, I am prepared to listen to his observations, but at the present time I am not convinced that this is a practical step which would meet with any substantial result. On the contrary, I believe such a body would in the necessity of things be always inclined to act independently, and I share altogether the view of Lord Elgin that for the present no such body should exist, but that, on the principle of responsible government, no one should give advice of any kind except a man who is responsible directly to the people.

These are the views I have to present at this moment, and of course we approach all these points in a confidential manner at this table, being ready to exchange our views and receive suggestions. As Mr. Deakin and Sir Joseph Ward have given a great deal of attention to these matters, if they have any further suggestions to make, I, for my part, shall be very willing to receive them.

Mr. DEAKIN: Lord Elgin, the emphasis which you laid upon the assertion of the principle that you could not consent to the creation of any body which should be independent of the Government of this country is one which will be cordially re-echoed by every representative from the self-governing Colonies. We could take back no proposition more unpalatable to those whom we represent

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than one for the creation of an authority which would have control over them and not be subject to their control. No such suggestion was ever intended. Certainly it was never present to my mind, and certainly it would be repudiated by our Parliaments. I do not, however, quite apply the same doctrine as Sir Wilfrid Laurier did. He, at all events, had not excluded it from his mind, when dealing with the question of the secretariat. Before coming to that second branch of the subject, let me hope no remark that I made would bear one interpretation which you appeared to think possible with regard to the submission of work to this Conference. I have to say that the first Conference, so far as I am aware, which has been in any way properly equipped, has been this Conference. You have been good enough to add to the information supplied some other information—I think at the suggestion of some of us—most of it already complete, which is very valuable. I had not certainly any intention of implying any defect on the part of the submissions to this Conference under present conditions. The difficulty is that the result of those submissions reaches us just as we are arriving or have arrived in this country, and I candidly confess that with the best will in the world and with long hours of wakefulness, and constant occupation, I have not yet been able to read a single line of them. On coming to London, especially after a long interval, being met with the overwhelming kindness which all visitors experience, and also met with a rush of official and business communications of one kind or another, which have been apparently suspended for the purpose of constituting a shower when we arrive, it has been perfectly impossible, at least so far as I am concerned, to give that valuable information the consideration which it deserves. One of the objects of the secretariat is that not only that the information should be obtained up to date, but that it should be available at a time and in a place where it could be properly weighed and criticised beforehand. I have no doubt as we proceed we shall be able to make use of it.

CHAIRMAN: Of course some part of the information can scarcely be prepared until the last moment.

Mr. DEAKIN: Some portion of it, but it is necessary, if we are to come here equipped for work, that it should be in our possession much longer than these valuable summaries have yet been.

With respect to one allusion your Lordship made to this very interesting paper, which is called "Notes upon the action taken "pursuant to the resolution of the last Colonial Conference of 1902," there is on page 2, the resolution of 1902 quoted "That so far as "may be consistent with the confidential negotiations on treaties "with Foreign Powers the views of the Colonies affected should be "obtained, in order that they may be in a better position to give "adhesion to such treaties." There is a statement that a despatch was sent to the Colonial Governments, and a memorandum on the means of facilitating such communications is to be laid before the present Conference. What I should like to be informed, and am not informed by this memorandum, is whether any treaties of any kind have been negotiated since that resolution was carried, and, if so, did any communications pass with any and which of our governments in relation to them.

CHAIRMAN: Do you want an answer off-hand?

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Mr. DEAKIN: I should not object, but do not expect it. There have been treaties. My memory, I think, recalls a Roumanian commercial treaty, and I do not recall from memory—being here absent from my Office—any communication with regard to it, though I by no means assert that no communication was sent or received. There are one or two other treaties which I think have been negotiated since that date, on which I should be glad to be supplied with information to supplement this interesting paper.

CHAIRMAN: I am informed by the Secretary that treaties are sent out in a general despatch.

Mr. DEAKIN: If I might have a list of the treaties sent out to us, I should be obliged. Further in the course of his remarks, Sir Wilfrid Laurier alluded to my suggestion of the Presidency of the Prime Minister at future Conferences. That is one of the conditions which appear to me to be worthy of deliberation by this Conference, so soon as we pass from the general question. It appears to me that this suggestion would raise the status of the Conference; it would place the Governments represented here in precisely the same position in every respect, and is therefore of value and of weight. If the Prime Minister of Great Britain presided either in fact or by deputy at meetings of future Conferences, there is no doubt that greater prestige would attach to them where prestige is most important, especially in the outlying dominions. That is part of the proposal which we made as to *ex-officio* representation. It is not intended in any way to ask for particular persons or in the least degree to reflect upon any other members of His Majesty's Government. The Secretary of State for the Colonies would no doubt be the deputy whom for most purposes the Prime Minister would select. But if the Prime Minister did not expressly select a deputy, perhaps the character of these meetings would be emphasised by the adoption of the proposition which I think fell from my friend on the left at the previous meeting, that the senior Prime Minister present from over the sea might very fittingly preside at some, at all events, of the meetings of conferences of this kind in the absence of the Prime Minister of this country, and perhaps in the absence of his immediate or usual deputy. That, too, may appear to some to be a comparatively formal question, but if it were needed to convey by means of an object lesson to the dominions beyond the sea a true perception of the generosity with which we are treated here, and of the footing on which the Government of this country has always consented to meet us, I do not think any object lesson more expressive than that could be obtained. I do not dwell upon these points as of importance in themselves, but the number of people who are able to be impressed with an idea, or with a suggestion of a principle, only, or most effectively, by some such means is great. I am sure the Secretary of State for the Colonies does not suspect me of any other motive than that of adding to the dignity and usefulness of this body.

The suggestion which I have the temerity to make as to the association of the self-governed communities with the Prime Minister, was, I left fully aware, open to severe criticism, but it is recommended very strongly for special reasons. It is a symbol; it is a recognition parallel with, and exactly of the same character as has been embodied in the phrase that this is a meeting of governments

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with governments, or Prime Ministers with Prime Ministers, as Sir Wilfrid Laurier happily put it. Again, the idea passed through my mind, though I have not endeavoured to work it out in detail, that as this Conference was one of governments with governments its Secretariat is intended to represent all those governments. It should therefore be presided over, being in this country, by the Prime Minister of Great Britain. I think it was again my friend on the left who put that.

Dr. JAMESON: The Conference is presided over by the Prime Minister, but the Prime Minister would not preside over the Secretariat.

Mr. DEAKIN: He must, according to my thinking, to this extent, because the Secretariat is in this country and he is the Prime Minister of this country and practically the only Prime Minister always in this country. Sir Wilfrid Laurier takes the practical point, that there must be a head, and that with us means a responsible Minister, to whom this Secretariat should look. Even if it were constituted on the plan which Dr. Jameson suggested, there must still be some person to whom constant reference may be made and whose yes or no in the conduct of affairs is final. There must be executive authority. If an office of that kind were established, the head of it could only be the Prime Minister of Great Britain. He is the only Prime Minister available for that purpose. It would be an office of all the Governments, so to speak, but as an office under the active executive direction, so far as that is needed, of the Prime Minister himself.

Dr. JAMESON: Under him as representing all the others. You can put it that way.

Mr. DEAKIN: That is matter of discussion. I am endeavouring to reply to Sir Wilfrid Laurier's inquiry, at the same time appropriating my friend's arguments and suggestions.

Dr. JAMESON: The Prime Minister, as representing all the Prime Ministers.

Mr. DEAKIN: He represents all the Prime Ministers, but be primarily represents his own Parliament, and the Parliament of this country would require to be satisfied that their Prime Minister's authority, so far as it went, was actual and not nominal. There must be some authority over the Secretariat, and the proper authority appears to me to be the Prime Minister of England. I admit, with Sir Wilfrid Laurier, that the tasks of Prime Ministers, even in outlying countries, are great. Sir Joseph Ward, Dr. Jameson and no doubt all round this table, would bear almost universal testimony that none of us having experience of that office find the day long enough, or our capacities for work equal to what we wish. But that is so in all communities, and is only proportionately greater in the greatest of communities. Every Prime Minister in every part of this Empire knows perfectly well that he or his successor must be prepared, as the years pass by, to take more and more responsibility. It becomes a matter of selection, putting some responsibilities aside, and adopting others in their stead. The mere fact that a proposal means more work for an already over-burdened man, if that were the final argument, would cripple our political development altogether. Lord Elgin said with perfect accuracy that there would be, and in fact there are, a great many communications passing between the self-governing

Colonies and any central office in London. When I said there would be only a small number I meant a small number really calling for the personal attention of the Prime Minister himself. As you, Lord Elgin, are aware, a great number of our despatches are requests for information or replies to requests for information, or deal with matters of that kind, which, so far as you are concerned, need not reach you at all, except in the sense that you are satisfied your officers do their duty. Second Day. 17th April, 1907. Proposed Imperial Council. (Mr. Deakin.

CHAIRMAN: I think I made an observation with reference to that point that it would mean the creation of a new office of considerable size.

Mr. DEAKIN: The idea we have of it would be that those matters would still go to the departments which now deal with them. There is no idea of appointing an immense secretariat to cope with them. All the departments of this Government would remain—the Colonial Office, the Foreign Office, the Board of Trade—and matters of inquiry and ordinary communications would go to those departments as a matter of course. What I thought might be attached to the Prime Minister personally were those despatches which have respect to the exercise of the self-governing functions of self-governing communities, all great constitutional questions or matters involving constitutional questions. Those happily do not arise frequently, and would not therefore involve so great a tax upon his time as might at first sight appear to be implied. As I said at the beginning of this discussion, I have hesitated to speak at the length that the subject really demands, because I thought we were rather approaching a general agreement to be followed up by dealing with points detail by detail. I apologise for having taken so long, but cherish these ideas believing they can be realised at once with great profit and with a still stronger conviction that ultimately the development of these Conferences is likely to be in this direction. I do not belittle the work of the Colonial Office—it is simply gigantic—but the Colonial Office finds it necessary to omit India. It was recognized to be perfectly impossible for this Office to include the administration of that vast country with its enormous population. In the same way the Colonial Office must expect to see the self-governing communities outgrow its capacity for control, which is not capable of being indefinitely extended. I think the Secretary of State has told us that he has as much work as he can transact at the present time, yet, so far from the calls upon him diminishing from this great array of countries whose names I see emblazoned on the outside of those wall maps, I know, and we all know, that these calls are increasing, owing to the strides being made in the development of those countries. I had the pleasure of reading one speech of yours, Lord Elgin, and another by your able associate, Mr. Winston Churchill, which conveyed to the people of this country and our people some proper sense of the immensity of the great Crown colonies of which we confess we do not possess much knowledge, any more than the people here possess knowledge of us. You have an enormous task of administration there. But the successful administration of those Colonies calls for methods of administration and treatment and begets an attitude of mind, based upon presuppositions and preconceptions, which cannot be escaped from but which do not at all attach to self-governing states, which are quite foreign to us, and give us a general sense of discussing a question with persons who have already made up their minds upon it on

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another basis altogether. Consequently, I wish to say that it is no reflection to say that this great department has already ample and growing work on its hands apart from the self-governing communities, and that in course of time it must expect to see those communities, first of all relieving the Department by undertaking a good deal more for themselves, and next, by sending their despatches to the Prime Minister, where they will not be jostled in a Department over-burdened with administrative work alike and yet different in character.

Sir JOSEPH WARD: In reference to the resolution moved by New Zealand, which appears to have conveyed the impression, as I infer from some observations that have been made, that we wanted to have an Imperial Council of an executive character, or with some authority to act independently of the British Government or of our own Governments, I would just like to say that on receipt of the despatch from the Secretary of State for the Colonies asking what resolution the New Zealand Government desired to submit, I sent a memorandum to His Excellency the Governor without any resolutions at all. I gave him a heading of the subjects that New Zealand thought should come up here for consideration. My own view was that it was not desirable to submit resolutions from our Colony, and it was only on further application from the Governor, requesting that it should be sent in the form of a resolution, that I responded to it. I wanted to make that clear, because the resolution I submit is "That it would be to the advantage of the Empire, and facilitate "the dealing with questions that affect the Oversea Dominions, if "an Imperial Council were established to which each of the self-"governing Colonies could send a representative." I may say that in public utterances of mine in my own country I have made it clear that such a Council would be a Council of advice, and of advice only and I have not suggested at any time in our country that we should be responsible for the creation of an Imperial Council which should have executive authority, because I am personally opposed to it. I believe it would be an impossibility for us to carry on satisfactorily our present system of self-government if any such body were created with any such authority, between our Government and the British Government. I do not wish the impression to go abroad that I have proposed establishing anything of the kind, because I have not. In that respect I wish to say that the criticisms of the general views put forth in reference to the body that might be created in England, so far as I am concerned, really do not apply, and I wish to add that the people in my country are not favourable to such a suggestion.

CHAIRMAN: I think I put it hypothetically.

Sir JOSEPH WARD: That is so; but a hypothetical observation when seen in cold print might convey an impression that the Colony itself was desirous of doing something which we are not desirous of doing, to which I am personally opposed, and to which I have never been favourable. Then I do not quite understand, and I should like to have information upon it, what was conveyed by the Secretary of State for the Colonies when he asked the question "will the Colonial Office provide for the continuity desired?"

CHAIRMAN: Will the Conference ask the Colonial Office to provide the continuity?

Sir JOSEPH WARD: Do you mean the expense?

CHAIRMAN: No. I mean that we should provide the organisation. What I meant was that if the Conference approved we were prepared to prepare a scheme for providing the continuity which is aimed at in these resolutions.

Sir JOSEPH WARD: As a permanency, do you mean?

CHAIRMAN: Yes, as a permanency.

Sir JOSEPH WARD: Then, I now quite understand the point. I only want to make it perfectly clear as I tried to do during the course of my observations— and I was limiting my observations necessarily with a view to having a preliminary discussion upon this matter—that, so far as New Zealand is concerned, we have never had anything but the highest respect for the gentlemen who from time to time have filled the office of governor in our country. We have found the governors sent out from time to time, men of the highest integrity, and their desire has been not only to help the Old Land, but to help the land to which they have been sent as representatives of the King. In that respect I am not suggesting for a moment a permanency of advice as between the respective Prime Ministers of the self-governing countries and the representative appointed by the Old Land itself. In regard to the machinery that has existed up to now, we are not reflecting upon it in any way whatever, and, last of all, I neither conveyed, nor have I ever had any impression that the Colonial Office and the important executive officers of the Colonial Office have done anything other than their duty in every possible way and with the greatest possible satisfaction to the people of our country. I do want to say, however, on that suggestion of Lord Elgin, that, of course, I was aware of the system of communications being forwarded to the respective governments, and also of their having the right to communicate with one another. That is the case; but there are subjects upon which, under existing conditions, except privately or semi-officially, I, for one, would not presume to send a communication to the Prime Minister of another country. There are some matters which I think we ought to have the right to confer with one another upon. Again, I am not finding fault with the present machinery or system under which communications are sent to our governments. Far from it; but in our country there are matters which crop up, which, in their general bearing, are of importance to ourselves, upon which I want the opportunity and the right to have a consultation with, or advice from, other Prime Ministers if I so desire. The all-important fact exists that the present system is incomplete, and if a permanent Conference is established, including the Prime Minister of England, we could be in consultation with each other on matters of consequence to our countries which are growing at an enormous rate, and which are so scattered. I wish to make that clear, because I recognise the difficulties in establishing a basis to create an Imperial Conference, and those difficulties have presented themselves right away in the course of this discussion. I want, as far as I am concerned, to make it clear that I am broaching this question, not with the object of being put upon my defence from the point of view of the present work of the Colonial Office, because that is not in question so far as I am concerned. On the contrary, I think they do the work in a way that no one can reasonably find fault with; but the point is rather the difficulties created by our self-governing countries growing at such an enormous

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pace, and, there being a desire on their part to be brought into closer contact with each other and with the Mother Land, and the real issue is can we establish some permanent institution to enable us to discuss important matters of mutual concern, and above all, for the strengthening of the Old World and the New World too. So far as New Zealand is concerned, I wish at once to say that whatever decision is arrived at as to how the work should be carried on in the interval between Conferences, we are prepared to adopt any suggestion made to bear our full proportion of the cost entailed.

Mr. DEAKIN: The secretariat will not stand on a popular basis unless that responsibility is accepted. The contribution may be calculated on any proportion you like.

Sir WILFRID LAURIER: The matter of cost can easily be decided. The question is, whether such a body as is contemplated would really be conducive to efficiency for the carrying out of the objects we have in mind.

Mr. WINSTON CHURCHILL: Supposing a secretariat were established you would utilise that as a machine for the inter-colonial communication passing between one Colony and another in which the Imperial Government were not directly involved?

Mr. DEAKIN: Yes.

Dr. JAMESON: And also where the Imperial Government is involved.

Mr. WINSTON CHURCHILL: Quite so; but that would be one of the functions of such body.

Mr. DEAKIN: Yes, a sort of *nexus*.

Mr. F. R. MOOR: I have listened very patiently this morning, and it seems to me that there is a considerable amount of dissatisfaction as regards the want of continuity of the interest which obtains with respect to these Conferences every four years. It is exceedingly interesting to have listened to all the tentative proposals made here this morning, and I think we should, perhaps, get a better purview of the whole position if Lord Elgin would give us his idea of the machinery that he would suggest. We would then get a general view of the whole position, and I think we could come to a conclusion more intelligently after having all the proposals laid before us.

Dr. JAMESON: I was going to suggest the same thing. Some of us have adumbrated a scheme of our own which certainly has not met with universal approval all round. You, my Lord, have not a scheme yourself, but you have practically indicated to us that His Majesty's Government is in favour of doing something to bring about continuity and making a link between the Conferences. We are not talking about a link between the Imperial Government and the Governments of the self-governing Colonies, but a link between the Conferences. You have indicated that the Imperial Government would be inclined to do that, and we have indicated a link—at least, Mr. Deakin, Sir Joseph Ward, and I have—by means of the secretariat which we have ventured to sketch out. Certainly that has not met with approval from Sir Wilfrid Laurier, and only a qualified approval from General Botha. If you will help us with some idea of how the Colonial Office will be able to link up the Conferences, we will be able to get on further.

CHAIRMAN: I said at the beginning that I supposed after the

discussion, following the practice of other Conferences, some attempt would be made to arrive at a resolution, and, therefore, I thought it my duty to draft—purely for consideration, of course,—a resolution which I am prepared to read. I may say that we base this on a resolution of the last Conference with the necessary alterations. This is the draft which has been prepared: "That it will be to the advantage "of the Empire if (Imperial) Conferences are held every four (or "five) years at which questions of common interest affecting the "relations of the Mother Country and His Majesty's Dominions over "the seas may be discussed and considered as between the Govern- "ment of the United Kingdom and the Prime Ministers and Govern- "ments of the self-governing Colonies. The Secretary of State for "the Colonies is requested to arrange for such Imperial Conferences "after communication with the Prime Ministers of the respective "Colonies. In case of any emergency arising upon which a special "Imperial Conference may have been deemed necessary, the next "ordinary conference to be held not sooner that three years thereafter. "That it is desirable to establish a system by which the several Gov- "ernments represented shall be kept informed during the periods "between the Conferences in regard to matters which have been or "may be subjects for discussion, by means of a permanent secretarial "staff, charged, under the direction of the Secretary of State for the "Colonies, with the duty of obtaining information for the use of the "Conference, of attending to its resolutions, and of conducting corres- "pondence on matters relating to its affairs. That upon matters of "importance requiring consultation in common either in this country "or in the Colonies between two or more of the Governments which "cannot conveniently be postponed until the next Conference or "which involve subjects of a minor character, subsidiary Conferences "should be held between representatives of the Colonies and of the "Mother Country specially chosen for the purpose."

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Sir JOSEPH WARD: I assume that in this resolution New Zealand, now known by the term "Colony," will be included in the expression "Dominion," which I think it ought to be.

Mr. DEAKIN: I think it would be advantageous if we could have that in print and commence with it to-morrow morning.

Sir WILFRID LAURIER: I was going to make the very same suggestion—that we should have it in print, so as to have the opportunity or looking into it.

CHAIRMAN: We approach the hour for adjournment, and perhaps the Conference would like to adjourn now and consider this resolution to-morrow morning.

Mr. F. R. MOOR: Could we have a copy of that resolution before it comes up to-morrow?

Sir JOSEPH WARD: I beg to submit to the Conference the following resolution: "That this Conference desires to express its re- "gret at the death of the late Mr. Seddon, and its sense of the loss "the Empire has thereby sustained." No words of mine are necessary to commend this resolution, expressive of our regret at the demise of a great Imperial and Colonial statesman. I am sure that will be the opinion of us all.

CHAIRMAN: Certainly.

This was carried unanimously.

Adjourned to to-morrow at 11 o'clock.

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THIRD DAY.

HELD AT THE COLONIAL OFFICE, DOWNING STREET, THURSDAY, 18TH APRIL, 1907.

PRESENT:

The Right Honourable THE EARL OF ELGIN, K.G., Secretary of State for the Colonies (President).

The Right Honourable Sir WILFRID LAURIER, G.C.M.G., Prime Minister of Canada.

The Honourable Sir F. W. BORDEN, K.C.M.G., Minister of Militia and Defence (Canada).

The Honourable L. P. BRODEUR, Minister of Marine and Fisheries (Canada).

The Honourable ALFRED DEAKIN, Prime Minister of the Commonwealth of Australia.

The Honourable Sir WILLIAM LYNE, K.C.M.G., Minister of State for Trade and Customs (Australia).

The Honourable Sir JOSEPH WARD, K.C.M.G., Prime Minister of New Zealand.

The Honourable L. S. JAMESON, C.B., Prime Minister of Cape Colony.

The Honourable Dr. SMARTT, Commissioner of Public Works (Cape Colony).

The Honourable F. R. MOOR, Prime Minister of Natal.

General The Honourable LOUIS BOTHA, Prime Minister of the Transvaal.

Mr. WINSTON S. CHURCHILL, M.P., Parliamentary Under-Secretary of State for the Colonies.

Sir FRANCIS HOPWOOD, K.C.M.G., Permanent Under-Secretary of State for the Colonies.

Sir J. L. MACKAY, G.C.M.G., K.C.I.E., on behalf of the India Office.

Mr. H. W. JUST, C.B., C.M.G.,
Mr. G. W. JOHNSON, C.M.G., } *Joint Secretaries.*
Mr. W. A. ROBINSON, *Assistant Secretary.*

ALSO PRESENT:

Sir S. G. CLARKE, G.C.M.G., Secretary of the Committee of Imperial Defence.

Captain J. R. CHANCELLOR, D.S.O., R.E., Secretary of the Colonial Defence Committee.

Sir WILLIAM LYNE: May I be allowed to ask a question?

CHAIRMAN: Certainly.

Sir WILLIAM LYNE: Yesterday I tried to listen to the discussion which took place; I could not hear it very well, and I want to

know exactly what my position, at any rate, is at the Conference. If it is to sit and listen I might as well be somewhere else. I am sitting a long way away from my Prime Minister and I cannot communicate with him when the discussions are going on; and what I want to know, Sir, is whether it would be out of order if I, or any one who desired to say a word or two upon any question, were either to ask to be allowed to do so or to do so. There was a matter yesterday which I did not understand was completed until I saw it this morning in reference to the word "Imperial." I wanted to say a word or two about that because I do not agree with it unless the word "Imperial" is explained as to what its intended meaning is. All I want to ask you, Sir, now, is exactly what position I hold at the Conference. I understood we were to be full members of the Conference, but I did not feel so yesterday.

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(Sir William Lyne.)

CHAIRMAN: I think, Sir William, you were not present when we were discussing this on the former occasion.

Sir WILLIAM LYNE: I was, part of the time.

CHAIRMAN: What I understood—and I speak in the presence of my colleagues—the position to be was this, that in future we would not maintain the absolute rule which was laid down at the last Conference by which the membership of the Conference was confined strictly to the Prime Ministers themselves, but that we would admit to the Conference Room freely any Minister belonging to the Governments of the Colonies who accompanied their Prime Ministers. They were therefore to come into the room and to be entitled to sit at the table, but I also suggested, and I think it was accepted by the members of the Conference, that we should continue the practice, that their presence was to assist the Prime Ministers and that, therefore, it depended on the subject under discussion which of any number of Ministers in attendance should take part in the particular discussion, and that it should be an honourable understanding between us that not more than one Minister from each Colony should give assistance to his Prime Minister at one and the same meeting. I think that correctly represents the state of affairs. If there is anything in which I have not correctly represented it perhaps some one will correct me.

Sir WILLIAM LYNE: You will see it is quite impossible for me to confer with my Prime Minister, and, therefore, I cannot be of any assistance to him.

CHAIRMAN: With regard to places at the table, I am entirely in the hands of the Conference, but as soon as any question came up on which a Prime Minister wished to confer with his minister we would place him next to his Prime Minister. I thought on this occasion as it was a question of the constitution of the Conference itself it would be more convenient that the Prime Ministers should sit near this end of the table, but I am entirely in your hands in that respect.

Sir WILLIAM LYNE: I do not want to seem persistent, but the position that I feel myself placed in is this: I am present, my mouth is shut. I have to take all the responsibilities of what takes place here, and I do not feel at all disposed to do it under those conditions.

Sir WILFRID LAURIER: The position I took up was that the Prime Minister should be assisted by their colleagues. That was my

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(Sir Wilfrid Laurier.)

view from the first, and it is still my view. My view was that any Prime Minister who had the benefit of the presence of his colleagues here in the city, would be very much more satisfied if he had the assistance of those colleagues at the Conference.

Sir WILLIAM LYNE: I cannot hear.

Sir WILFRID LAURIER: I say that the position I, for Canada, took up was that the Prime Ministers should have the privilege of being assisted by their colleagues, that was my view from the first. I put it to the Conference, but I did not press it to a conclusion as there seemed a difference of opinion prevailing: but so far as I am concerned you are welcome to take part in the proceedings as if you were the Prime Minister himself.

Sir WILLIAM LYNE: My feeling, if I may express it, is that I came from Australia expecting to take part in this Conference to a certain extent. I am here to take all the responsibility which I will have to bear, and the records will show whether I am present or not, but I am not allowed even to say two words, excepting it is a case where I might be asked to come here, and I think it would be better not to take that responsibility unless I can sit close to my Prime Minister, where I should have liked to be yesterday.

Dr. JAMESON: It seems to me, Sir William Lyne, that Lord Elgin has explained that you have a perfect right, and I understood the Conference to agree that the Prime Ministers would not on any particular occasion be assisted by more than one; but it is between the Prime Minister and the colleague how much the Prime Minister should do, and how much the colleague. We have admitted that the Prime Minister can have his colleague talking upon one motion, so long as it is one only, as much as the Prime Minister himself if he likes; so that I think Sir William Lyne is really part of the Conference and entitled to speak.

Sir WILLIAM LYNE: I am only a small part. I am not half of myself quite.

Dr. JAMESON: Half of your Prime Minister.

Sir WILFRID LAURIER: All these arrangements are temporary. We are discussing the constitution of the Conference, and that is a thing to be settled, which is before us yet.

Sir WILLIAM LYNE: I did not want to say much on any but one or two matters, but at the same time I wanted to know exactly the position I am in because I do not want to get up and say anything and be called to order. I desire to know beforehand whether or not I would be in order if I wanted to interject something or speak, I do not know how to get by my Prime Minister, but if I was able to talk to him at the table it would obviate a very great deal of the objection I have. Sitting so far away from my Prime Minister so that I cannot confer with him places me in a very awkward position, a position I was never placed in before and I am not going to be now.

Sir WILFRID LAURIER: I do not see any objection to Sir William Lyne sitting next to Mr. Deakin.

[Another member of the Conference was understood to say that both Mr. Deakin and Sir W. Lyne could speak on any one subject.]

Sir WILLIAM LYNE: I do not like to disturb anyone, but I do not wish to have a feeling without expressing it.

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FUTURE CONSTITUTION OF THE CONFERENCE.

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Future Constitution of the Conference (Sir William Lyne.)

CHAIRMAN: May we proceed? We came yesterday to the point at which a draft resolution was submitted by myself and at the request of the Conference it was circulated for consideration by the Prime Ministers before this meeting. It will be for the Conference to say whether they would desire to consider this in the same form as we did yesterday, that is to say in the form of a general discussion, or whether they would now proceed to deal with it more in detail, that is to say by the paragraphs into which it is divided. I may have myself one or two suggestions to make with regard to the different parts of it and I have no doubt other members will, but I might perhaps be permitted to say this much at the beginning that after the meeting I thought it desirable to inform the Prime Minister as to the views expressed by, I think I may say, all the members of the Conference, that it would be desirable that the Prime Minister of the United Kingdom should be designated a member of the Conference, and I think it may be satisfactory to the Conference to know that my right honourable friend would not raise any objection to that course being taken if the Conference should think fit. If that was done I would venture to suggest—and I think it is better to mention it now, because it carries out the idea—that the wording might be a little altered in order to make that effective, and perhaps I might read the first paragraph. "That it will be to the advantage "of the Empire if the Conferences to be called Imperial Conferences "are held every four or five years, at which questions of common "interest affecting the relations of the Mother Country and His "Majesty's Dominions over the seas may be discussed and considered "as between His Majesty's Government and the Governments of the "self-governing Colonies. The Prime Minister of the United King-"dom will be ex-officio President and the Prime Ministers of the self-"governing Colonies ex-officio members of the Conference. The Sec-"retary of State for the Colonies will be an ex-officio member of the "Conference, and will take the chair in the absence of the President, "and will arrange for such Imperial Conferences after communication "with the Prime Ministers of the respective Colonies." That would give practical effect to the suggestion.

Sir JOSEPH WARD: Lord Elgin, would there be any objection to commence this Resolution by affirming the desirability of establishing a permanent Imperial Conference? My own view, looking forward to the work of regular Conferences, is that we should at this Conference give an affirmative expression to the establishment of a permanent Imperial Conference, and if you would agree (it is on the lines really of what is proposed in the Resolution) I would suggest that we should commence it by stating that "in the interests of the Empire it is desirable to establish a permanent Imperial Conference."

The CHAIRMAN: What is the meaning of the word "permanent"?

Sir JOSEPH WARD: The meaning of the word "permanent" is to affirm permanent Conferences at regular periods. There is no constitution for a Conference; if it were possible to frame a Constitution by which a Conference could be set up the word "permanent" would be unnecessary as the constitution itself would imply permanency. In the absence of a Constitution I think we ought to

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affirm permanency or continuity in some way, so that at all events the public could understand that this is intended to be a permanent Imperial Conference. I do not attach very great importance to the actual word "permanent," but I think up till now it has been looked upon as a sort of irregular assemblage of the responsible heads of the Governments of the different parts of the Empire, and in my opinion it is desirable to state that it is a permanent Imperial Conference.

Sir WILFRID LAURIER: Do you not think that is met by the new draft? Would you please read it again, Lord Elgin?

CHAIRMAN: "That it will be to the advantage of the Empire if Conferences, to be called Imperial Conferences, are held every four or five years, at which questions of common interest affecting the relations of the Mother Country and His Majesty's dominions over the seas may be discussed and considered as between His Majesty's Government and the Governments of the self-governing Colonies. The Prime Minister of the United Kingdom will be *ex-officio* President, and the Prime Ministers of the self-governing Colonies *ex-officio* Members of the Conference. The Secretary of State for the Colonies will be an *ex-officio* Member of the Conference, and will take the chair in the absence of the President, and will arrange for such Imperial Conferences after communication with the Prime Ministers of the respective Colonies. In the case of any emergency arising upon which a special Imperial Conference may have been deemed necessary, the next ordinary Conference to be held not sooner than three years thereafter."

Sir JOSEPH WARD: Yes, I think that does carry it out clearly, Sir. That is really a definite proposal to have a permanent series of conferences every four or five years; that resolution, if passed, will, I think, meet the point I have been urging.

Mr. WINSTON CHURCHILL: You cannot have any higher sanction for the Conference than the resolution of the previous Conference.

Sir JOSEPH WARD: That is so; I am perfectly satisfied.

Sir WILFRID LAURIER: I am perfectly satisfied also with the draft as far as it goes, as far as it has been read, that the Conference should meet periodically; but I would like to suggest, on the lines of the suggestion made by Sir William Lyne, that it would be greatly to the advantage of the members of the Conference if they could have the advice of their colleagues. We come here to meet questions of general interest, upon which the Prime Minister is quite able to talk for his Government; but there are of necessity questions of a peculiar character which are better dealt with by the Minister of the particular Department concerned—for instance, questions of war, questions of navigation, and questions of emigration. I feel that upon all these questions it is greatly to my advantage that I have my colleague, who is the Minister of Militia and Defence, and my colleague who is the Minister of Marine and Fisheries. I feel also, the loss of my colleague, the Minister of Finance. Those gentlemen come for the very purpose, and they can simply, as we have done in the past, talk upon these peculiar subjects in which they are more directly interested. But their position is rather awkward, because they have simply to dance attendance, having nothing to do, although

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they are qualified to speak more even than I am, and more than my friend, Mr. Deakin, on the questions of their special departments. It is a position which is somewhat unsatisfactory to them that in the meantime, as Sir William Lyne pointed out, they have simply to fold their arms and do nothing. Therefore the amendment I would suggest would be that the Conference should be composed, as stated here, of the Prime Ministers, but with the privilege (I do not like the word "Colonies"—the Governments of the Dependencies Beyond the Seas) "to be assisted by a certain number of their col- "leagues," say not to exceed three, for instance. I would not like to make the body unwieldy in its number, and I would limit the number to three.

CHAIRMAN: May I make a personal explanation, I did not mean in any way to go back upon what we had settled, and, therefore, the only thing I dealt with here is whether they were *ex-officio* members. When I proposed that it should be "discussed and con- "sidered as between His Majesty's Government and the governments "of the self-governing Colonies," I left it entirely open what the representation of the self-governing Colonies as of His Majesty's Government would be.

Sir WILFRID LAURIER: The Conference should be composed *ex-officio* of the Prime Minister of England, the Secretary of State for the Colonies, also *ex-officio*, and then the Prime Ministers of the different self-governing Colonies *ex-officio*, with the further privilege for the local governments to determine the number of representatives they should send here, but I would limit the number so as not to make the Conference unwieldy. If there were five, or six, or seven from each government, there would be too large a party to sit at this Board, but if you were to limit it to a certain number, I would suggest three, subject to amendment, and I think that would obviate the difficulty which Sir William Lyne has indicated.

Dr. JAMESON: And that these Ministers should be actual members of the Conference?

Sir WILFRID LAURIER: Yes.

General BOTHA: With the right of voting?

Sir WILFRID LAURIER: No; I would only give one vote for one government, but give the right to participate in all discussions.

Mr. DEAKIN: That differs from the arrangement adopted on the last day—I forget on whose proposition—that Ministers should be always heard on questions affecting their Departments and at other times, but not more than two in any debate.

Sir WILFRID LAURIER: I do not mean it for this Conference, Mr. Deakin, we are settling now the Conference not for this time, but for the future. We have made special arrangements for the present case, and this proposal is not to come into force now. That is what I would suggest for the future.

Mr. DEAKIN: I understand; you propose a different procedure.

Sir WILFRID LAURIER: Lord Elgin proposes: "That it will "be to the advantage of the Empire if conferences to be called Im- "perial Conferences are held every four or five years" (for my part I think five years a very good period) "at which questions of "common interests affecting the relations of the Mother Country and

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"His Majesty's dominions over the seas may be discussed and considered as between His Majesty's Government" (I like this expression) "and the governments of the self-governing Colonies. The "Prime Minister of the United Kingdom will be ex-officio President," and I would suggest, not with a view to framing the resolution to-day, for consideration the point which we have pressed on the Colonial Office, but which they could not accede to at this Conference, so as to obviate the difficulty put before us in a very strong way by Sir William Lyne. I feel, and Mr. Deakin must feel also, the advantage of having the benefit of colleagues here who are to discuss the questions affecting navigation and affecting war. I miss, as I said before, the presence of my colleague the Minister of Finance, but I do not like to bring these colleagues of mine to London simply to be silent and to speak when called upon.

Dr. JAMESON: I think Mr. Deakin is not quite correct in saying that we consented at this Conference that colleagues should only deal with matters affecting their own Departments.

Mr. DEAKIN: That is subject to what Lord Elgin has already said. Lord Elgin has already pointed out that any one Minister can speak with his chief.

Dr. JAMESON: That would limit it very much as we might want to bring in the Minister of Defence. I have not been able to bring the Minister of Defence and I have brought one who knows most about matters outside that Department.

CHAIRMAN: For the advice which the Prime Minister wishes he must make the selection.

Sir JOSEPH WARD: Lord Elgin, I should like to say that personally I am desirous of seeing this Conference reasonably widened, but I think we want to look at the matter dispassionately and to approach this subject a little more cautiously. Taking the proposal of Sir Wilfrid Laurier, whose Ministers I think ought to be here and upon matters appertaining to their Departments should take the place of the Prime Minister in discussing them, that I agree with entirely; but if we are to have the principle established of up to three Ministers coming from the self-governing Colonies, each taking part in all debates, then obviously you place the far distant countries at a complete disadvantage. In the case of New Zealand it would be impossible for three responsible Ministers to leave our country for the time we have to in order to attend this Conference; and if we want to have anything like uniformity of procedure, then I think the original idea suggested as the outcome of the former discussion that the colleagues of the Prime Minister who are here should undeniably have the right to take part in discussing all matters affecting their respective Departments, is the right one; but personally, I would ask for very careful consideration before we affirm the general principal for the future government of the Conferences of having up to three Ministers coming here and taking part in all discussions.

Dr. JAMESON: But not in voting; it is one vote. We want the best information we can get from any minister.

Sir JOSEPH WARD: Yes, I concur that one vote is right, but I can only say that in the case of New Zealand—and I am quite prepared to subordinate my own views upon this matter to the general interests of the Conference—undeniably we would be here with in all

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probability one representative at the future Conferences and that one representative would have to do the best he could with the difficult and intricate matters affecting the various Department that his different ministers control.

Sir WILFRID LAURIER: I see the force of what you say and I realise, that in this respect, Canada has an advantage over all the other Colonies; we are so near England; we are next neighbours while you are far away, and I see the force of your objection. I put it before the Conference for reflection; I do not want to have it disposed of to-day. These are matters upon which I do not want to put anybody to inconvenience. I have put the matter before the Conference and I would like you to think it over and perhaps we can take it up at a later stage.

Sir JOSEPH WARD: I quite agree.

Mr. WINSTON CHURCHILL: It does not affect the substantive part of the Resolution.

Sir WILFRID LAURIER: Not at all. The new draft proposed by Lord Elgin, so far as this part of the subject goes, satisfies me completely. It meets, I think, to a large extent, the views of Mr. Deakin also.

Mr. DEAKIN: Yes.

CHAIRMAN: Then we might pass it on the understanding that with regard to the position and number of members outside the Prime Ministers we reserve that point for later definition. I should wish just to say, as I think I said before, that as far as His Majesty's Government is concerned, we are delighted to see the Ministers from the different Colonies and to have the advantage of the knowledge which they bring, but I did feel the point which Sir Joseph Ward has put, although I did not think it was for me to raise it: I felt that it probably would be raised and that is one of the reasons why I did not attempt to deal with it in this draft.

Dr. JAMESON: Before we pass it, should we not define the number of years; this four or five seems rather loose.

Sir WILFRID LAURIER: This is only tentative, but since Dr. Jameson has brought that point forward it has seemed to me that even five years is a very short period. You cannot meet here except at great inconvenience to some of us, and it is difficult to find a date, but if the Conference think differently then let the word stand. I suggested myself six years at the last Conference.

CHAIRMAN: Three was also suggested, and four was taken as a compromise.

Sir WILFRID LAURIER: Exactly.

CHAIRMAN: I understood one objection to the three or six, is that it might interfere with the elections in certain cases; there are triennial Parliaments as was mentioned by Mr. Sheddon.

Sir JOSEPH WARD: Ours is triennial.

CHAIRMAN: Therefore taking it by threes might interfere with the elections and be an inconvenience.

Sir WILFRID LAURIER: Ours is five.

Sir JOSEPH WARD: The world is moving very rapidly and I

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think five years would be a sufficient distance between the Conferences; but I agree with Dr. Jameson that it ought to be defined.

CHAIRMAN: Yes, that is only put in brackets, and you will observe that in case of emergency and a special Imperial Conference special arrangements would be made.

Dr. JAMESON: Cannot we propose it as five years now?

Sir JOSEPH WARD: I would not offer any serious objection to five years.

Mr. DEAKIN: I beg pardon, surely four years is quite long enough? It depends, of course, upon and is governed by several considerations, among them the duration of Parliaments. In New Zealand and Australia, the duration of Parliament is three years; that practically means in each case that either a different Administration or an Administration that has appealed again to the people and received their confidence would be present. This period, so far as we are concerned, appears to meet the necessities of the case. I am far from saying that this ought to govern the period, but approach the question from that individual experience with the idea that the meetings of this Conference ought to be rather fixed at their minimum. If circumstances arise, as they did in regard to this present meeting, which make the term five years instead of four, that is a matter for the members of the proposed Conference, and it can be so resolved, but I venture to suggest that four years is quite a long enough time to permit and indeed to call for a review of previous determinations, if they can be dignified by the use of that rather strong word.

A further question will arise presently with reference to the bridging of the interval between Conference and Conference. Obviously, the greater the interval the greater the difficulty of bringing it and the greater the strain. It may be that if these gatherings become regular in the future, if they are efficiently connected one with another, the question of the time, as it would be perfectly open to re-consideration at any moment, might come up again, but for us at this stage, with the Conferences in their present rudimentary position, with their uncertain influence, and with the many new factors which may require to be taken into account, it appears to me that four years is rather a longer than a shorter period than would be desirable. I believe, Sir Wilfrid, you have quinquennial Parliaments.

Sir WILFRID LAURIER: Yes.

Mr. DEAKIN: I can quite understand that under those circumstances the longer period would harmonise with your circumstances, but, in spite of the great burden which attendance here imposes upon those who may happen to be in office at the time, I am inclined to think that four years leaves quite long enough a gap, and that, save under special circumstances, that should be the regular time of meeting. I would rather make it less than more, but certainly, so far as I am individually advised, not more than four years.

Sir JOSEPH WARD: What was the resolution passed at the former Conference?

CHAIRMAN: Four years; it was a compromise.

Sir WILFRID LAURIER: So far as I am concerned, the point is not worth pressing.

CHAIRMAN: As far as His Majesty's Government are concerned, they are only too pleased to see you at any time, and what weighed with us was really the question of the great inconvenience to those who have to come.

Mr. DEAKIN: It is a great inconvenience, but it has to be faced.

CHAIRMAN: What do you say, Dr. Jameson?

Dr. JAMESON: I am in favour of the shorter period; I agree with Mr. Deakin about that.

Mr. F. R. MOOR: It has been aptly put, Sir, that we are here to plant a seed which may develop into a tree hereafter, and I think the more closely that tree is being watched and matured the better, and I vote for the shorter period. In process of time we may find, as the world is developing so rapidly, that four years is quite a long enough time to elapse before calling together again such a Conference as this. I therefore vote for the shorter period.

General BOTHA: I have no serious objection against the shorter period of four years, although personally I think five years would suit me very much better.

Sir WILFRID LAURIER: You will find in practice great inconvenience, but I do not care about it; the point is not worth pressing.

Mr. DEAKIN: The inconvenience is in a greater degree ours.

CHAIRMAN: Then shall we keep it four?

Sir JOSEPH WARD: Yes; in deference to the expressions of opinion from the different members that I have heard I concur.

CHAIRMAN: Four years. We are now in a position to pass on to the next point.

Mr. DEAKIN: "Questions of common interest," is perhaps as wide a phrase as it is desirable to employ, because after all there is no such strict restriction of common interest as to imply that each must necessarily affect the interest of all. I merely mention this in passing, but the idea with which we used this phrase was that any question which touches the interests of more than one of the dominions beyond the seas is a matter of common interest and, further, that any matter which affects even one of those dominions at a time, if it involves a principle capable of application to other dominions is also a matter of common interest. I assume, Sir, that you will take that broad reading.

CHAIRMAN: I, certainly, myself, should not put a restrictive construction upon it to limit the force of the expression.

Dr. JAMESON: Referring to the words after "common interest"—affecting the relations of the Mother Country and His "Majesty's dominions over the seas," are those left out?

CHAIRMAN: No. "That it will be to the advantage of the "Empire if Conferences, to be called Imperial Conferences, are held "every four years, at which questions of common interest affecting "the relations of the Mother Country and His Majesty's dominions "over the seas may be discussed and considered."

Dr. JAMESON: That is the point, Lord Elgin. Is it necessary to limit it by saying "affecting the relations"? It goes without say-

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ing, of course, that anything that happens to the Mother Country is of interest to every individual nation over the seas. Why put in that limiting paragraph there?

Mr. DEAKIN: Do you propose to leave down to "the Mother "Country"?

Dr. JAMESON: I should leave it out altogether, and say, "Questions of common interest may be discussed and considered as between."

CHAIRMAN: It was taken from the old resolution; that is how it comes in.

Dr. JAMESON: I think the whole resolution might be improved upon.

Mr. DEAKIN: Certainly it is of advantage to shorten the resolution; that is one advantage.

Sir WILFRID LAURIER: What would be your draft, Dr. Jameson?

Dr. JAMESON: It would be, "four years, at which questions of "common interest may be discussed and considered as between the "Government of the United Kingdom and the Governments," and so forth.

Mr. WINSTON CHURCHILL: Deleting the intermediate words?

Dr. JAMESON: Yes; they are superfluous.

Sir WILFRID LAURIER: I do not see that there is any difference. It is better phrasing, that is all—less words.

Dr. JAMESON: Yes, less words. I am always for the idea of limitation.

CHAIRMAN: "At which questions of common interest may be "discussed and considered as between His Majesty's Government," and so on; that is agreed to. The second sentence begins: "The "Prime Minister of the United Kingdom will be *ex-officio* President, "and the Prime Ministers of the self-governing Colonies *ex-officio* "members of the Conference." The third sentence is: "The Secre- "tary of State for the Colonies will be an *ex-officio* member of the "Conference, and will take the chair in the absence of the Presi- "dent."

Mr. DEAKIN: I do not wish to take any objection to the proposal that the Secretary of State for the Colonies should take the chair in the absence of the President, except again to repeat the suggestion made yesterday that this, instead of being an absolutely iron rule, might perhaps be expressed less conclusively in order that at certain sittings where it might be thought appropriate, the senior Prime Minister from one of the Dominions over the seas might have the compliment of presiding. I do not mean merely as a formal compliment, but as carrying out the principle which has been so gracefully accepted by the Prime Minister and the present Chairman of this Conference. Put in this form I take no exception to it, except that it appears to preclude the possibility of any other presidency than that of either the Prime Minister of Great Britain, who certainly when present could not give place to anyone, or his colleague, the Secretary of State for the Colonies, who is certainly on

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the great bulk of the questions that will come before such a Conference the proper person to appear as his representative; but need it be framed so precisely? Can we not put it in some slightly laxer form which would permit of the Senior Prime Minister present being, if it were thought fit or desirable, asked to occupy the chair by way of illustrating the fact that this was a meeting, as has been expressed here, between governments. I do not attach fundamental importance to it.

CHAIRMAN: May I say I have very carefully considered Mr. Deakin's suggestion since he made it. I can only say for myself that nothing would be more agreeable to me than to serve under the presidency of the present senior member of the Conference, but I regard this simply as a matter of convenience. It is quite common in all arrangements of life to have two officers, one a President and another a Chairman, and I have specially avoided the use of the word "Presidency" in this case, and said "take the chair" rather to put the Secretary of State in the position of the second officer of the Conference, and for this reason I should be delighted to sit under the presidency of my friend on the right; but this is a question really of the man who is to carry on the work; he must make the whole arrangements for the Conference, and the thing runs on that he shall do so, and I think, really, as a matter of business arrangement, it is the most convenient thing that he should be in the chair.

Mr. DEAKIN: I do not suggest otherwise.

CHAIRMAN: I do not in the least shut out the possibility. At the last Conference, Mr. Chamberlain, for instance, was prevented by an accident from presiding, and if such a thing happened to me to-morrow I think it would be for the Conference to select their own Chairman.

Mr. DEAKIN: That is sufficient; what I had in my mind was that there might be an occasion on which the Prime Minister was necessarily occupied elsewhere; the Secretary of State for the Colonies might be called for if he were a member of the active House to leave the Conference. Under those circumstances I now understand that by this phrase you leave it open.

CHAIRMAN: It may be left, as far as I am concerned, for the next Conference to decide.

Mr. DEAKIN: There might be either no member of the British Government present, or simply the representative of some Department, whose subject was under discussion. What I wish to provide against in the most considerate fashion is, that it should be implied from any statement to which we commit ourselves that the Chairman must be any member of the British Government, and cannot be the senior Prime Minister.

CHAIRMAN: I do not wish to put that absolutely, but at the same time I must repeat my conviction that a member of the British Government would be the most convenient man to choose.

Sir WILFRID LAURIER: For my part, I must say that, according to the fitness of things, and according to what is accepted now, that this is a Conference between Government and Governments; the Chairman should be a member of the British Government.

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CHAIRMAN: I suppose this discussion will be sufficient for your purpose, Mr. Deakin?

Mr. DEAKIN: It is sufficient.

CHAIRMAN: Have we finished with the third sentence?

Mr. DEAKIN: Would you mind taking that now?

CHAIRMAN: "The Secretary of State for the Colonies will be "an ex-officio member of the Conference, and will take the chair in "the absence of the President, and will arrange for such Imperial "Conferences after communication with the Prime Ministers of the "respective Colonies."

Mr. DEAKIN: "Arrange" means arrange as to precise date, arrange as to agenda, arrange as to anything that may be necessary.

CHAIRMAN: Yes.

Sir JOSEPH WARD: Upon that, I assume, Lord Elgin, that in arranging the agenda a similar procedure to that followed on this occasion would be carried out?

CHAIRMAN: Yes, I think so, unless the Conference suggest anything else.

Sir JOSEPH WARD: That is all. I want to see the present method followed because we may have some suggestions to send for the agenda.

CHAIRMAN: Certainly. "In case of any emergency arising "upon which a special Imperial Conference may have been deemed "necessary, the next ordinary Conference to be held not sooner than "three years thereafter."

Mr. DEAKIN: Is this necessary at all? You have fixed the period of meeting as every four years.

CHAIRMAN: It is in the old resolution.

Mr. DEAKIN: I believe it is, but, having fixed a definite period of four years, which of course, is subject to some variation if necessity arises, and supposing a special Conference to be convened, is it not for that Conference to consider in the first place and afterwards for the Secretary of State to arrange with the Dominions over the Seas for the date of the next meeting. What have we to do with three years or two years, or any fixed period now? How can we judge now?

Dr. JAMESON: I think it is useless; I do not think it matters very much, because if a special Conference was summoned that Conference would decide whether it was necessary to meet again within six months or four years.

Mr. DEAKIN: I do not think we gain anything by it; it is simpler without it.

CHAIRMAN: That these words be omitted. (*Carried.*) That disposes of the first paragraph, and we proceed now to the second paragraph: "That it is desirable to establish a system by which the "several Governments represented shall be kept informed during the "periods between the Conferences in regard to matters which have "been or may be subjects for discussion by means of a permanent "secretarial staff charged under the direction of the Secretary of "State for the Colonies with the duty of obtaining information for

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"the use of the Conference, of attending to its resolutions and of "conducting correspondence on matters relating to its affairs."

Mr. DEAKIN: As to the word "system"—"it is desirable to "establish a system by which the several Governments represented "shall be kept informed"—is that intended to cover all that follows, or does that imply something more than the secretariat?

CHAIRMAN: I think we took it from the Australian resolution; we took as much as we could.

Mr. DEAKIN: Yes, but it has possibly a different complexion now. I do not know that I can suggest any amendment. You have taken the proposal that it is a system and you attach it then to the next sentence "by means of a permanent secretarial staff."

CHAIRMAN: Yes.

Mr. DEAKIN: I do not know that this qualifies it.

CHAIRMAN: You want to make it a system?

Mr. DEAKIN: Yes. The system is further defined in the concluding portion of the sentence, "obtaining information, attending to resolutions, and conducting correspondence."

CHAIRMAN: That is also taken from the Australian resolution?

Mr. DEAKIN: Yes.

CHAIRMAN: I so entirely agreed with it that I wished to follow it.

Mr. DEAKIN: I am looking at these words in their present association, in order to endeavour to satisfy my mind as well as I can at the first hasty perusal whether there are any limitations implied in this connection, and I must say I am unable to discover them. The one addition which is made here is, of course, of the first importance. This is to be done by means of a permanent secretarial staff under the direction of the Secretary of State for the Colonies. That means, I assume, that the secretarial staff is to be part of the Colonial Office.

CHAIRMAN: Yes.

Mr. DEAKIN: I do not know in what sense it will be separated, if separated at all, or distinguished, if distinguished at all, from what may be termed the general staff of the Colonial Office, but I hope I shall not be considered to be unduly pressing the point if I refer once more to the fact that in this great department the gigantic interests with which its Minister and officers are charged in connection with those dependencies to which allusion was made yesterday, great in extent and dense in population, impose upon them serious and incessant responsibilities. To that I have already alluded in brief, and have no wish to repeat myself, but in addition this department is associated with methods of government, of administration, of relation to legislative councils and similar bodies, partially representative, or in some cases, wholly representative, but which are always merely advisory, I think, in the case of Crown Colonies.

CHAIRMAN: Not entirely advisory; they have powers of legislation.

Mr. DEAKIN: Yes; but that power of legislation is always subject to a veto and general control of a very complete character. Speaking in a familiar way, therefore, the whole tendency of the whole of this department, and of its officers, is to become imbued,

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both consciously and unconsciously, with principles of government properly applicable to the great countries with which they are dealing day by day and hour by hour, but which are very foreign, and in some cases almost antagonistic, to the principles on which the affairs of self-governing Colonies are conducted, and must be conducted. It promotes a certain strangeness in the manner of address occasionally adopted in the arguments suggested to us and the propositions for their handling, which would not be made by those who were continually associated with the methods of making law and administering law in self-governing countries. We have always felt that we labour under a disadvantage, which we are quite justified in mentioning, but of which we can scarcely complain, because it arises so naturally and inevitably that those most subject to it are very often those who are least conscious of it. One requires to move in a different constitutional atmosphere, to cope with public business in free legislatures, and to view questions from their standpoint, in order to appreciate a contrast which is continually being brought home to us. The object I had in venturing the suggestion was that it might be of advantage to the Colonial Office with its ever-growing responsibilities and certainly would be of advantage to us to have the secretariat under this Conference and working in direct relation to it, separated from those Crown Colony associations which I have described and connected directly with some member of the British Government. We look first, of course, to the Prime Minister, who himself is constantly dealing with his own Parliament, with his own Chambers of legislature and through them with the electors whom he represents and whose wishes he is able to interpret by that experience. He is already head of the Committee of Imperial Defence and not his colleague the Secretary of State for War. We, of course, are aware that in the Minister who occupies the high office of Minister of State for the Colonies we may obtain whether in one Chamber or the other, such a statesman, but even he, the longer his stay in the office may be, is more and more likely to be impregnated with the same methods and the same associations. I do not wish to labour the point or unduly elaborate it, but ventured to put it yesterday that it would be no loss to the Colonial Office in one sense to part with the self-governing communities whose major communications of a constitutional and important character are few, and the great bulk of whose correspondence and despatches relate to matters of administration that need never come under the purview of the Minister himself. In their great issues they do feel that the efficiency of the Governments they are called upon to undertake would be assisted by a more sympathetic understanding both of the difficulties by which they are confronted, and the means which they must adopt in order to cope with them. I believe it would be of advantage to us, and no derogation from an office of this magnitude if it were to part with us. This it can afford to do and yet retain a great part of the earth's surface and a great portion of its population under its control. Any proposal, therefore, which keeps this secretariat associated with the Colonial Office will always be liable at all events to the imputation, and will probably continue to furnish some evidence from time to time of the fact that there are grounds for that imputation, that it will not approach us as we would approach each other in matters of that kind. If Canada and Australia, or Australia and South Africa were exchanging com-

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munications their attitude would be different from that often adopted by this Office, but ours would be the same attitude in each case, because no matter how far apart we are, or our objects or circumstances, our ends are always sought subject to the same considerations and in much the same manner. I do not wish to labour this, but assert that if you wish to give the greatest confidence to this new secretariat, if you really wish to give it a free hand and an opportunity of justifying itself—if you wish to dissociate it from the prejudice or prepossession, which now exists, if you wish to see it established in complete consonance with the principle laid down of governments consulting governments, I think it would be a distinct advantage to have it from the outset severed from this Department or any other department of the kind. Only in its own atmosphere and in suitable surroundings, and if possible under the Prime Minister of Great Britain, can it fulfil the important functions it will be called upon to discharge. I ask pardon for detaining the Conference so long.

Sir WILFRID LAURIER: I certainly prefer this draft to any other that has yet been offered to the Conference, but I must say I would not like to express a definite opinion at this moment. It was understood yesterday when this draft was proposed that we should receive it last night, but I did not receive it until 10 o'clock this morning, and did not read it until I came to this office.

CHAIRMAN: It was sent to you yesterday at 3 o'clock.

Sir WILFRID LAURIER: Possibly, but I did not get it until this morning.

CHAIRMAN: I am in the hands of the Conference, if they wish to consider it further.

Sir JOSEPH WARD: I would like to say, Lord Elgin, that while I would not for a moment presume to put my oar in and say how it should be arranged for internally in the Colonial Office, there should certainly be a division of administration. If the self-governing Colonies were separated from the Crown Colonies to a very large extent the desires of the country I represent would be met. The matter is one for internal reform or alteration of the methods carried out in the home Office. As I said, I will not presume to suggest how that should be done. I think the whole point might be met in this way. I recognise that the Colonial Office in connection with the work of this important Colonial Conference, would require to have a very great deal of control between the meetings of the Conferences. I would suggest, however, in order to try and arrive at the point Mr. Deakin is alluding to, that a portion of this motion be altered. Instead of tying it down by resolution as to under whose direction it shiuld be, strike out the words "under the direction of the Secretary of State for the Colonies," and let it stand: "by means of a perma-"nent secretarial staff charged with the duty of obtaining informa-"tion for the use of the Conference." Then I take it that after the conclusion of this Conference the Colonial Office might see its way to separate the administration of the Crown Colonies and the self-governing Colonies; and whoever is charged with the duty of the secretarial work would be under the control of a responsible Minister, say the Secretary of State for the Colonies. For my part I think the point referred to by Mr. Deakin would in this way be met. There is a natural desire on the part of the Governments of the self-

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governing Colonies to have what one may term, a more distinct recognition of what we are trying to carry on in our respective spheres. To a very large extent what I want would be met if we were to get out of the position of the self-governing countries of being regarded as on a par with the Crown Colonies. I am not saying a word in derogation of the great Crown Colonies—very far from it; they may become as great or greater than the countries we are referring to at the moment. It has application to self-governing Colonies generally. I want to impress upon the members of the Conference that I feel this would be an improvement upon the present system. We might perhaps arrive at a decision on this important matter, so that we might go on to some of the other practical matters we have still to discuss. I merely offer that suggestion with a view to leaving the method of appointing a permanent secretary open, and the matter would then be under the control of the Secretary of State for the Colonies, to do what he thought proper after this Conference adjourns.

Sir WILFRID LAURIER: May I ask you to suggest how that improves it?

Sir JOSEPH WARD: I do not suggest that it improves it. I want to leave it open.

Mr. DEAKIN: At all events, if you take out the words "under "the direction of the Secretary of State for the Colonies," you postpone the question for the time being.

Sir JOSEPH WARD: It would be then "by means of a perma- "nent secretarial staff charged with the duty of obtaining informa- "tion for the use of the Conference"?

Mr. DEAKIN: Yes.

Sir JOSEPH WARD: What I say is, supposing the Secretary of State for the Colonies (I am speaking in quite an impersonal sense) and the Prime Minister of England after we adjourn decide amongst themselves who was to be the Secretary, who was to compose the secretarial staff, what office he is to be in, that is a matter for the control of the Imperial Government. I leave it an open question; I do not say it should be deferred because the secretarial staff is essential to connect these Conferences after we adjourn; but I wish to leave it an open question so that the Prime Minister and the Secretary of State for the Colonies may, as they think proper, select the staff for the purpose of carrying on the business; in other words, I think it is all important in a matter of the kind that there should be unanimity upon a decision of this character, and if we could get it at present I think that it is a desirable thing to do.

Dr. JAMESON: Lord Elgin, I quite agree with what Sir Joseph Ward has said that this sentence ought to be left out: "under the "direction of the Secretary of State for the Colonies," not with the purpose of leaving it an open question how the secretariat is to be formed, but with a view to forming the secretariat on a perfectly different basis. I am in absolute sympathy with what Mr. Deakin has said on this subject. I think he used the words: "I look upon "this secretariat as machinery really to make the Conference itself "more efficient besides the linking up between the two Conferences," and Mr. Deakin said he felt that if it was under the Colonial Office, perhaps they would not get those preparations for the Conferences

done in such a sympathetic manner. I think he meant really in an "informed" rather more than in a sympathetic manner; "informed" would be the better word to be used. In the country we come from, I think my colleagues will bear me out, that we have unfortunately been under the eye of the public for some years, and what we find is—I am not talking now really of Government Departments, but of the public—that the difference between the opinion of the man who goes out to a Colony on Colonial matters after he has had the local colour and lived amongst them, and the opinion—and the acts, for that matter—of the man who has been at home here and never visited the Colonies, is enormous; and, therefore, in the preparation of the material for the discussion at these Conferences we think we want somebody who is conversant with the Colony and with the affairs of the Colony, and that is the reason of our original proposal that the secretariat should be composed of people, at all events approved, if not appointed, by the several Colonies and, of course, by the United Kingdom. Of course, whoever was appointed by the United Kingdom would only, as in the Conference itself, take the position of the Chairman, if wanted, or the local management of it, but what we feel is that that secretarial staff should consist of people conversant with our affairs, appointed by the Colonies and paid for by the Colonies themselves so that they feel practically it is their own official work at home. So that I would support what Sir Joseph Ward says, that after the words "secretarial staff charged" the words "under the direction of the Secretary of State for the Colonies" should be left out. Then it would read "charged with the duty of obtaining information for the use of the Conference." Then I hope we would go into the constitution of that secretarial staff on the lines I have sketched out.

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Sir WILFRID LAURIER: Do I understand you to mean that the secretarial staff or secretariat should not be under direct ministerial responsibility here?

Dr. JAMESON: It should be, as Mr. Deakin suggested, under the Prime Minister. He, being ex officio the President of the Conference, would be ex officio in charge of it also, as representing the Conference. That would be my view.

Sir WILFRID LAURIER: That does not answer my question. Do I understand that this body should not be under direct ministerial responsibility? In this draft resolution it is proposed that this staff should be under the direct ministerial responsibility of the Secretary of State for the Colonies.

Dr. JAMESON: It certainly should be under the direct responsibility of the Conference.

Sir WILFRID LAURIER: I differ *in toto* from you. I think any staff of that kind must be under the direct responsibility of a Minister. This is a conference between governments and governments, and here, if you have a body which is under the responsibility of no one, neither the British Government nor the other governments interested, the Colonial Governments, you create a state within a state.

Dr. JAMESON: I really must say I do not follow you. It is certainly under the responsibility of all the Prime Ministers of the Empire.

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Sir WILFRID LAURIER: How will they control it when you are in South Africa, and I am in Canada

Dr. JAMESON: That has to be gone into; but, as a matter of fact, on the spot here it would be controlled by the Prime Minister here as representing all the Prime Ministers of the Empire. As to details, all the Prime Ministers of the Empire would be in communication.

Sir WILFRID LAURIER: So long as we are in England it is all right, but if you have a secretarial staff which remains here where you, I, and everybody else goes back to his own country, who is to control and direct that body in the meantime?

Dr. JAMESON: For the third time I answer, the Prime Minister of England.

Sir WILFRID LAURIER: If you say it is to be under the direct control of the Prime Minister here, I can understand it. Then it is under the direct responsibility of the Prime Minister of England, who is to direct it.

Dr. JAMESON: I say he is to direct it.

Sir WILFRID LAURIER: That is a matter for debate.

Dr. JAMESON: The other point you asked me about was whether it should be under, or away from, the Secretary of State for the Colonies, but I say "no" not under the Secretary of State, but the Prime Minister of England as representing all the Prime Ministers.

Sir WILFRID LAURIER: I understood from the moment it was placed before us by the despatch of Mr. Lyttelton, that the staff was to be an independent body here, and under nobody's control, to represent nominally the Colonial Governments but practically to be so far away from them as to be virtually independent of that control. Lord Elgin proposes that it should be under direct Ministerial responsibility of the Secretary of State for the Colonies. That is a very intelligible position. If you say under the direct responsibility of the Prime Minister, that is equally intelligible.

Mr. WINSTON CHURCHILL: May I say that it seems both Dr. Jameson and Sir Wilfrid Laurier are agreed on the point that any secretariat established in this country between Conference and Conference should be under the authority of a responsible Minister of the British Government.

Sir WILFRID LAURIER: That is my view.

Dr. JAMESON: Yes, the Prime Minister.

Mr. WINSTON CHURCHILL: The only question for the moment in doubt is whether it should be the Prime Minister or the Secretary of State for the Colonies.

Dr. JAMESON: May I add, again, in connection with the secretariat, that it is the servant of this Conference, and should be under the control of the Prime Minister in his capacity as President of the Conference.

CHAIRMAN: I have consulted the Prime Minister, and the Prime Minister authorises me to say he does not see his way to agree to that arrangement.

Mr. WINSTON CHURCHILL: From the point of view of the inner working of the office, there would be an almost insuperable

difficulty in the classification of the different States and Dependencies of the Empire exclusively according to status. There must be a geographical classification as well, and it would involve a great duplication of machinery if separate machinery altogether were to be set up in the desire to place the secretariat entirely under the control of the Prime Minister.

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Mr. DEAKIN: Duplication of interests I can quite understand. Mr. Churchill's point is incontestable on that, since, supposing Australia is communicating, no doubt questions affecting the Pacific would be raised, perhaps touching Fiji, which is a Crown Colony. In the same way when Sir Wilfrid Laurier's Government is concerned, there would be many problems relating to the West Indies, which he would probably consider the interests of Canada required should be very carefully considered. But the interests overlapping in that way would not, I think, really complicate or duplicate the work to any extent worth speaking of, because whatever questions are put forward would be as to the effect upon the self-governing Colonies of action which is taken in their neighbourhood, whether in regard to Crown Colonies or in regard to countries which are not Crown Colonies—perhaps countries under foreign flags, or under no flag. I do not see that there would be any duplication of work, though I fully admit the duplication of interests.

Mr. F. R. MOOR: I have nothing to say, except that I take it that the concluding portion of this paragraph is sufficiently wide to cover all information that may be of interest to all the various Colonies concerned, and that this information will be continuously supplied to those different countries in order that interests may be constantly kept alive in the various industries, that we are all concerned in. For instance, it would cover all matters concerning commerce, shipping, and the various other large concerns that obtain throughout the Empire. If there is a continuous stream of information flowing from this centre to these different Colonies, and always available not only by the Governments of these different Colonies, but by their Parliaments, I can see considerable use for such a department as we are here trying to establish. Also I would like to know whether it would be possible under this clause for any Coloney having a particular interest at stake, and wishing to bring it prominently to the notice of the Colonial Governments and the Home Government, to be directly represented on its staff by any nominee for the purpose of laying their case before the secretariat.

General BOTHA: I have no particular objection to the article as it stands. I think the link between the Conference and our Agents-General should be strengthened and drawn closer, because these Agents-General really represent us here. They are sent over from our Colonies, and, in my opinion, it would seem that they are somewhat left out in the cold according to the wording of this resolution. It occurred to me whether it was not advisable to insert after the words "Secretary of State for the Colonies" the following: "acting "in consultation with the Agents-general representing the Colonial "Governments."

CHAIRMAN: There are two sides to this question, I think; one the general proposition, and the other the actual method of working it out. With regard to the general proposition, my proposal takes a step in advance of what has hitherto prevailed, in providing which

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has been put forward with some persistence, if I may use the word, and has been strongly advocated, more strongly advocated, in some quarters than in others. We accept the principle, and must accept the principle, as I said in my speech yesterday, under the condition of Ministerial responsibility, on which Sir Wilfrid Laurier has insisted. Therefore it comes to this, that following his observations, in which I entirely agree, that Ministerial responsibility must be vested in the Imperial Government, because the representatives of the Colonial Government cannot be in this place. Therefore it is for His Majesty's Government to determine how they can implement the desire of the Conference, and secure the necessary ministerial responsibility on which the institution of this link depends. I think that there will really be no difference of opinion on that statement of the case.

Now I put it to the Conference as almost a truism that each government must really be left to decide in what way it is most convenient for it to divide the business which is to be put upon it. It is difficult enough in this country, and I daresay you find it difficult enough in your own countries, to divide the business of the Government between the different ministers; to provide for the necessary and not unnecessary number of members composing the Cabinet, and various things of that kind. Therefore I venture to put it very respectfully to this Conference that they should not enter into the question of how in the opinion of His Majesty's Government the ministerial responsibility is to be put into operation. That is a matter which His Majesty's Government must determine. If you accept our proposition that we should with ministerial responsibility provide the link which you desire, and which we think you reasonably desire, between Conference and Conference, you should allow us a free hand in other respects. Still, in consequence of what was said at yesterday's meeting, I did, as I say, inform the Prime Minister of the expression of views which Mr. Deakin and others made, and I am to say for him that he does not see how the Prime Minister of this country could undertake the direction of the secretariat which it is proposed to set up. On the other hand, the proposition which I put forward I put forward on my own responsibility as Secretary of State for the Colonies, but with the assent of my colleagues, and I hope therefore that the Conference will give it at least as favourable consideration as possible. I do not propose nothing. I propose to do as much as I possibly can to meet the desire. It is quite true that this Office has grown considerably, and that the section of it which deals with the responsible governments has as yet been so clearly differentiated and defined as it may quite naturally seem reasonable now that it should be, but which everybody will understand was not at least as necessary in days gone by. I take considerable responsibility upon myself, but I am prepared to say that we will endeavour, I think we shall succeed, to so separate the departments of this Office that you will have in the office in the form which we shall present it to you, a distinct division dealing with the affairs of the responsibly governed Colonies. I will not say it will be exactly apart, because there is, and must be, at the head, at any rate, a connecting link between the several parts of any office, but there will be one division which you will feel will be concerned with the business of all the self-governing Colonies, and not directly with that of the Crown Colonies. That is what I aim at.

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Whether I can carry it out to-day or to-morrow, or at what particular time, I cannot promise. But if I can get any suggestions from any of the Prime Ministers here, with regard to any particular arrangements which could be made still further to meet their convenience we shall endeavour to carry them out.

I should just like—and I hope in the most friendly manner possible—to a little demur to the "attitude" which I think was the word which Mr. Deakin attributes to us in this Office. I do not think if we were happy enough to have his assistance in the Office that he would find it really existed.

Mr. DEAKIN: I should become official too.

CHAIRMAN: At any rate that shows that the attitude has some attraction, but I do hope that he will believe that we have no wish to be dictatorial or to be uncivil or anything of that sort in the correspondence we carry on with the Colonies.

Mr. DEAKIN: Too civil sometimes.

CHAIRMAN: I would just point this out. Mr. Deakin said that there was a difference in the attitude of Canada, if he corresponded with Canada, to the attitude if he corresponded with us here. As long as we are all members of the Empire, I suppose the Imperial Government may on certain occasions have to use different expressions from others, but I assure Mr. Deakin that we do not wish to use them in any way to infringe the principle which the Prime Minister laid down, that is to say, the freedom and independence of the different governments which are parts of the Empire.

I hope what I have said meets to a large extent what Sir Joseph Ward wishes. I should prefer not to omit the words from the resolution "under the direction of the Secretary of State for the Colonies" because it seems to me we ought to be fair and square in these matters. I am not in a position, speaking on behalf of His Majesty's Government, to offer more to this Conference than I have offered. I venture to say, as I did at the beginning, that I am offering a great advance on former practice, and I am quite aware that I am facing some difficulties in the matter, but I am prepared to go as far as I have indicated.

With regard to what General Botha said, I should imagine that one of the results of the new arrangement that I have under contemplation would be to strengthen the getting of information, and the communication of information through the Agents-General or any other representatives of the Colonies. I do not think, just because there is the difficulty with regard to ministerial responsibility, that we can incorporate them (the Agents-General) in the system in the sense of bringing them within the secretariat, but that we wish to improve in every way our means of communication with them and through them I think may stand without saying.

With regard to Mr. Moor's observations, I am not quite sure if I correctly followed them. I think he asked for information on practically all subjects such as commerce and the like. What this resolution immediately before us deals with, are the subjects which have been or are to be discussed at a Conference, and the secretariat is to deal with the Conference. No doubt in the organisation of the office, if it is re-organised in the manner I have indicated, we shall be only too glad to do all that is in our power to further the communication of information on all subjects through that part of the Office to the

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self-governing Colonies, whether it deals with matters connected with the Conference itself or beyond it.

Those are my views as far as I can form them on the spur of the moment on the opinions expressed. I do not know whether Sir Wilfrid Laurier would still wish to postpone a decision on this question, or whether he may decide it now.

Sir WILFRID LAURIER: I am quite satisfied upon the principle conceded, that what is done is to be done on direct responsibility. That is the only subject, as originally proposed, to which I demurred, because it seemed to be the creation of an independent body. The moment it is recognised here it is to be under direct responsibility, I am satisfied. I am quite prepared to accept the new principle, but I would not like to commit myself immediately to the drafting of the resolution, which perhaps may be improved. Before we go any further, I would like to call Mr. Deakin's attention to that part which is taken from the draft sent by Australia, "Attending to its resolutions." Will Mr. Deakin kindly explain what he means by that?

Mr. DEAKIN: May I, without reiteration, say something which appears to be necessary in the way of self-justification before answering Sir Wilfrid Laurier's question. It must be due to my clumsy method of handling my argument, but I appear to have conveyed my meaning so unfortunately as to suggest to you, my lord, that I have been rudely reflecting upon this great department. Of course, I do not speak without premeditation, but without a studied choice of epithets. I should have preferred to handle this subject without "brushing the dust off a butterfly's wings," if I could have accomplished my object. I had to convey our sense of dissatisfaction, but have failed, apparently, to explain its cause. May I ask that the dictatorial attitude, which may be usually properly defended, so far as it exists, does not, so far as my knowledge goes, exist at all to any notable extent. That is not our complaint. Our complaint is not that we are treated too peremptorily, but that representatives of ours are met neither with an understanding of the real causes from which they spring or of our precise intention. Our responsible and representative governments are dealt with as you deal with a well-meaning Governor or well-intentioned nominee council. Sufficient knowledge of our circumstances on many occasions would show that we were expressing the sentiments of the great body of our people who have considered some question or questions which directly and materially affect them, and regarding which they have formed strong and clear conclusions. Our representations are met, as you are quite entitled to meet them if you please, by an absolute refusal in some cases, or by a qualified refusal in other cases. With that we have not so much dispute as with the fact that we seem to be refused, not merely upon inadequate, but upon inappropriate or unreal grounds. The particular representations we make are not interpreted as they would be if they had been expressed by representative members of the House of Commons, who, speaking on behalf of their fellow-members, give utterance to what they believe to be the wishes of their electorate. It is that kind of treatment we mean. I hope I am not to be tempted to justify myself, or to attempt to justify myself, by giving illustrations of this kind of treatment. There may be an appropriate time for them, but I doubt if it is just now. The complaint we have to

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make is of an attitude of mind. A certain impenetrability; a certain remoteness, perhaps geographically justified; a certain weariness of people much pressed with affairs, and greatly over-burdened, whose natural desire is to say "Kindly postpone this; do not press that, do "not trouble us; what does it matter? we have enough to do already; "you are a self-governing community, why not manage to carry on "without worrying us?"

Hoping I have removed any wrong impression, and if I have removed misapprehension, may I say that your reply, Lord Elgin, amounts to a *non possumus*—not that "We will not" but "We cannot." The Prime Minister cannot see his way to accept the responsibilities which we are daring enough to suggest for him, and you cannot consider it further. In this case too I, for one, do not—and doubt if my friends will—question your right to make that reply. But, there again, I question the applicability of the argument which you urge. You say no government is to be dictated to as to how it shall do its business. Quite true. It must allot that business as it pleases. Quite true. It will direct it as it pleases. Quite true. No one suggested anything else; but what we did suggest was that our business, so far as it can be distinguished from yours, should be recognised as our business even to the extent of being paid for by us and discharged by a staff which should, through your Prime Minister, be responsible to our Prime Ministers, and to us. We proposed to you a new thing—not any interference with your present departments. We have no right to interfere, as you properly said, with your department, or its divisions, or its methods. I quite agree. What we have suggested is a new department altogether, with your Prime Minister at its head, but a responsibility somewhat different in its origin, as he would be acting not merely as Prime Minister of Great Britain, but also acting for all the other Prime Ministers of the Empire. We are prepared to contribute to the cost of such a department and to pay for the officers that they employ in order to have our business done. Therefore, though you would be perfectly right in so replying to any one who did claim to interfere with your business, surely we were not trespassing when we suggested something which is our business as well as yours, and which is to be at our joint cost and responsibility; and I think on that we are quite entitled to be heard.

CHAIRMAN: Certainly, and I have heard you.

Mr. DEAKIN: Yes, but while not disputing your right to reply, I do not think it applies, because our proposition was not to trench upon your department or present office, but that we should have a voice in and share the cost of a new department, which would be in a sense a joint department, though under the ministerial direction of the Prime Minister of England. I hope I have removed any misapprehension on that point.

CHAIRMAN: I do not quite accept the whole of your argument.

Mr. DEAKIN: You will also agree that we have not to accept the applicability of your reply, which, though reasonable enough in its terms, is inapplicable, because we are not making, and have not made, any such request as that which you have felt bound to decline as if it had been made.

Now, the suggestion made by General Botha appeared to me to be bound up with the proposal which some of us have been recommend-

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ing. Our idea was that the Prime Ministers at the head of the various Governments would act through their Agents-General in making such representations as they chose through such a secretariat. If it had been a joint department, and a joint secretariat, such as that I have been describing, to which we all contributed, and in regard to which we had some voice as to the selection of officers, the Agents-General would have had the utmost freedom, the fullest right and title to enter the office to communicate with it and use it when representing their Prime Ministers. Both they and it would be agencies of their Governments. For that reason I cordially support the practical suggestion made by General Botha, which I have no doubt will be given effect to whatever the decision as to the secretariat may be, though it would have been expressly provided for if our idea had been accepted. Even when this proposed secretariat, instead of being a joint body, is to be part of your Colonial Office under your direct control, there will be an open communication from the various Governments through their Agents-General.

CHAIRMAN: I said so.

Mr. DEAKIN: Exactly. Our suggestion was based on the assumption that it would be so. In the same way, the question put by the Premier of Natal is also answered. Our proposition implies the widest and completest freedom on the part of any Prime Minister to propose matters for investigation and preparation by the secretariat. On that, also, I have no doubt he will receive a satisfactory assurance from his Lordship. In addition, it is plain that the answer to his question was also supplied by the proposition we have been submitting, which would have given every right and title to obtain every kind of information. I may be pardoned, perhaps, for making these comments before replying to the enquiry put by our senior member, Sir Wilfrid Laurier.

I have taken out a list of the resolutions passed at previous Conferences, some of which appear to have been pursued a short way, and one or two of which I think have been scarcely pursued at all. If such a secretariat as we proposed had been in existence, when any resolution was arrived at by any Conference in relation to a particular subject, the duty of that secretariat would have been to bring that matter to the notice of all the departments concerned—the Board of Trade, the Admiralty, or whatever branches of the British Government might be affected—and also to communicate with the several Colonial Governments affected, either to ask them for information or to present them with the information it had collected. The duty of the secretariat would be to take care that a resolution should not remain a dead letter but should be followed up to its fullest extent. Any Prime Minister who was not satisfied with what was done would communicate, either with the Prime Minister who started it, or those who agreed with it, and would again apply to the secretariat contending that certain information supplied was defective, or that certain action indicated or requested had not been followed. He would say that his Government would take action or declined to take it, as the case might be, and he would ask to be informed if other Governments had acted upon it, or not. The secretariat ought to do whatever is necessary to keep the resolutions alive until they were finally disposed of to the satisfaction of all Governments concerned.

Sir WILFRID LAURIER: I am quite satisfied with that reply as to the meaning of the words I asked about.

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Mr. WINSTON CHURCHILL: On the point of payment for the secretariat, I understood that there was a general agreement upon the assertion of the paramount responsibility of some minister of the British Government with regard to the control of such secretariat. I cannot help feeling that that would be very much impaired if it was a secretariat supplied and financed from a joint fund. I am sure it would undoubtedly weaken the control and authority of the minister presiding over the department if that department was supplied and financed from a fund collected from a great many different contributory bodies.

Mr. DEAKIN: That is quite a fair criticism from my point of view, except that it must be remembered that the functions of this particular Department are strictly regulated. It is a small secretariat which is to collect, receive, and distribute information, answer inquiries, and follow them out. Therefore, the only ministerial control required is office management, seeing that the officers are doing their work, and for that the head of the Department would be responsible. Our secretariat would have had no executive or any other kind of power. It would have been a collecting, collating, analysing, tabulating, and distributing medium.

Mr. WINSTON CHURCHILL: But you would give the head of the Department administering it power, for instance, to dismiss a member of the secretarial staff with whom he was dissatisfied?

Mr. DEAKIN: Certainly.

Mr. WINSTON CHURCHILL: But if you took a different view with regard to the conduct of that member?

Mr. DEAKIN: He would have the right of appeal.

Mr. WINSTON CHURCHILL: But the Colonial Government which took a particular interest in that member, or felt that he had a special reason or claim to speak on their behalf, might take a strongly different view from the Home Government in regard to the member's position, and the fact that they contributed actually a portion of the fund out of which he was paid might lead them to assert in a very definite form that division of authority which you all seem anxious to avoid.

Mr. DEAKIN: I do not think that would occur. There must be one head for office purposes.

Dr. JAMESON: As we said before, the Prime Minister in charge of the secretariat would represent all the other Prime Ministers. It is very natural, if we pay towards the upkeep of the secretariat, to choose some one, in the absence of the others, to take charge. That is a different position from that of the Secretary of State for the Colonies, who, of course, is entirely concerned with the Imperial Government. My own view was not so much as to the question of which department of the Government it should be under, but I was anxious as to the knowledge of the people who form the secretariat. My great point is, that it should be composed of people well informed in Colonial affairs, and I hope Lord Elgin will take that into account when he is forming the secretariat, and then I shall be quite satisfied.

Sir JOSEPH WARD: I would like to say, my Lord, that I understand from the observations you have made, that the Prime Minister cannot undertake this duty.

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CHAIRMAN: I do not think he can.

Sir JOSEPH WARD: I understand that, and also agree that it must be under direct ministerial control. We all recognise that should be the case. Upon the point referred to by Dr. Jameson, may I suggest that I think it would be very valuable to the Colonies and also to the Colonial Office, if when the secretarial staff is formed, you recognised the importance of allowing some one connected with that staff to spend some time out in our Colonies, if only for the purpose of obtaining information, upon the methods of carrying on your business with us, as, on the spot, a capable officer would get a useful insight into the work and system of administration of our Governments. That is a very important matter, and if the suggestion were carried out it would add invaluably to the working of the Colonial Office at home in connection with the Colonies. Speaking for my own country, I think it would be a matter of very great importance if such a thing could be done. In view of the very important statement made by Lord Elgin as to division of the self-governing and Crown Colonies, I have only to say that I very heartily congratulate him and the Conference upon it. We have his assurance that he proposes to divide the Administration of the Colonial Office in such a way as he may think best in his own Department, so that the self-governing Colonies will be treated separately from the Crown Colonies, and from my point of view I regard that as very important. I am very glad indeed to find that Lord Elgin concurs in what I have previously said. In our countries, we consider it of the first importance in the administration of our affairs that from time to time must come to the Colonial Office. I suggest that the Prime Minister and Secretary of State for the Colonies should confer as to what should be done in regard to the secretarial staff. I do not seem to be quite in accord with some of my colleagues on that point, but I should be quite content with the already important steps we have achieved towards the continuity of the Conference and the creation of a link to be kept up during the period of four years between meetings, and I think it would be a very great pity that any difference of opinion should prevent us coming to a unanimous conclusion on the matter. Under the circumstances, I shall support the proposal as it is, and shall look forward to it working out with satisfaction to all concerned.

I am very glad to know that the important men who carry on the representation of our countries here—our High Commissioners and Agents-General—will be recognised as being a medium, at all events, through which the Colonies may from time to time make representations that will be heard, as they always have been so far as my experience has gone, at the office of the Secretary of State for the Colonies, in connection with this Imperial Conference on matters we desire to bring forward.

CHAIRMAN: One of the first meetings I had in this room was with the Agents-General of all the Colonies, and I specially asked, if they had any business at any time to bring forward, if they would be so good as to let me know.

Sir JOSEPH WARD: I think, Sir, they have the most cordial feeling towards you, so far as I know.

Mr. DEAKIN: Do you propose to omit these words "under the direction of the Secretary of State for the Colonies"?

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Sir JOSEPH WARD: No, I propose to leave them in.

CHAIRMAN: It is not from any wish to aggravate my office or position, but it seems to me the resolution defines what we are going to do, and it puts the responsibility definitely on my shoulders to carry out the wishes of the Conference.

Dr. JAMESON: As I was one of those who objected to it at first, I should like to say that as I want something definite I quite accept the position as it has been explained, and I suggest that the words remain in, though I must say, that I think we have been quite right in giving our opinions. I now suggest that we pass it as it stands.

Mr. DEAKIN: Shall we know no more with regard to the policy you propose to pursue, than the general statement you have made as to some kind of separation in the Colonial Office? In this connection too there is the question of reorganisation of the Colonial Office.

CHAIRMAN: We will take that separately immediately afterwards, if we pass this.

Mr. DEAKIN: Sir Joseph Ward has also called attention to it.

CHAIRMAN: What we propose to take is first this matter, and then the question as to the Imperial Defence Committee, if there is time.

Mr. DEAKIN: So great is our need of securing the local knowledge of your officers that I have been contemplating the abduction of Sir Francis Hopwood ever since I have been here, with the object of turning him into a citizen of the Commonwealth for a few months so that he may understand our difficulties for the future.

Sir FRANCIS HOPWOOD: I shall be very glad to accept your invitation.

Mr. DEAKIN: If your Ministerial Chief endorses that we will consider it as given and accepted on the spot, and for any time.

Sir JOSEPH WARD: I hope Sir Francis Hopwood will understand that the same applies to New Zealand.

Mr. DEAKIN: I trust you will not think me unduly insistent, but must say with regard to the establishment of a secretariat that above all, if it is to be a part of the Colonial Office, and yet have a distinct character, it will require distinct and separate knowledge which can only be gained by living in the country, and being associated with it. Our own experience when we come here is quite sufficient to teach us how very different familiar names and familiar things are in this country when compared with our own. A similar experience, I am sure, would await any member of your staff. Even if he were the ablest, the most gifted, and best-read person in the country, he would find that your names, phrases and forms have their distinct development amongst us. Before passing from this point let me venture to remind you that no secretariat in the Colonial Office will give us that satisfaction which I am sure you desire, unless some of its important officers are in touch with the self-governing Colonies with which they have to deal; and that this touch can only be obtained by personal acquaintance with the Colonies.

CHAIRMAN: Of course if it means a permanent arrangement for certain members of the staff of the Colonial Office being in the

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Colonies, it will mean an increase of the staff for which I should have to apply to my friend the Chancellor of the Exchequer.

Mr. DEAKIN: That might be avoided by the proposal to send you one or two of our leading men for the time being to be employed by you in order to understand the mysteries of this department.

CHAIRMAN: That is a thing which would have to be threshed out in detail, and I should not like to express an opinion upon it just now.

Sir WILFRID LAURIER: This secretariat means the creation of a new department whose business it would be to deal with the self-governing Colonies or Dependencies of the Crown, or, as they are termed "Dominions beyond the sea," and I think the suggestion which has been made that the secretary or one of the staff should visit the different parts of those Dominions is an excellent one.

CHAIRMAN: We have tried it, but there is one unfortunate result, and that is we lose our best men because you retain them; I think, however, this point is one which we could scarcely discuss very usefully further than this. We notice your wish and will consider it.

Mr. DEAKIN: We have finished our consideration of this resolution down to the word "affairs."

CHAIRMAN: I understand it is adopted down to the word "affairs." The other paragraph is: "That upon matters of im-"portance requiring consultation in common either in this country "or in the Colonies between two or more of the governments which "cannot conveniently be postponed until the next Conference or "which involve subjects of a minor character, subsidiary Confer-"ences should be held between representatives of the Colonies and "of the Mother Country especially chosen for the purpose." I do not know that I need not amplify that. It seems to me to speak for itself.

Sir WILFRID LAURIER: So far as I am concerned I think this is perfect, but it is a mere matter of course, and I do not see why you should put it in. It is a matter which would always be done as a matter of course, and I do not see any advantage in putting it here.

CHAIRMAN: It is only put in in order to carry out the principle of working it out as much as possible. The secretary suggests that after the word "character" we might put in "or such as require detailed consideration." For instance, the Shipping Conference we could scarcely have carried on at this Conference.

Mr. DEAKIN: That is not a matter of a minor character.

Sir WILFRID LAURIER: It is all quite proper, as I say, but I do not see the necessity of putting it in this form here, because it seems to me to be over-burdening a very good resolution.

Mr. WINSTON CHURCHILL: The resolution really constitutes one of the instruments of Imperial organisation, and from a public point of view it is calculated to interest the public, as showing how far the work has proceeded; I think it worth considering whether it ought not to be as complete a statement of the stage at which that organisation has arrived as possible.

Sir WILFRID LAURIER: I do not object, but it seems to me putting on paper what can be done without it.

Mr. DEAKIN: The one criticism I have to offer upon it is that if this phrase were construed narrowly the reference to Colonies might be limited to Colonies referred to above. Now we all hope to see the union of South African States, to which several of the representatives here have more than once alluded. Canada, Australia, and South Africa will then be three Dominions or Commonwealths which will include in themselves, with limited powers, states or provinces which occasionally might be entitled to share in some of these subsidiary Conferences, which, indeed, might be confined to them if the matters dealt with related only to certain special subjects. I do not know whether the addition of those words would provide for this contingency quite clearly. While this shows the general scheme of the Conference, it ought not to exclude from participation in the subsidiary Conference some of the provinces or states which would not, or could not, be represented in the major Conferences to which we have been alluding, because they no longer possess the powers which would authorise them to speak or act upon the questions under discussion.

Mr. WINSTON CHURCHILL: As a matter of drafting as we have now cut out in the first paragraph the words "affecting the relations of the Mother Country and His Majesty's Dominions over the Seas," would it not be possible to use the words "His Majesty's Dominions over the Seas," which have not been previously used in the resolution, in the place of the word "Colonies" in the third paragraph?

Sir WILFRID LAURIER: I do not see the necessity of it. A "resolution" means that you shall do something which you could not do before. You can do this already. It is mere surplusage, but I do not object to it, except on the point that there is no necessity for it. I think Mr. Winston Churchill's suggestion on the point of drafting is excellent.

CHAIRMAN: "In this country or in His Majesty's Dominions over the seas.'

Sir JOSEPH WARD: I think with Sir Wilfrid Laurier, that as a matter of necessity we could do without it, but, on the other hand, I quite agree with Mr. Winston Churchill that it would convey a much brighter and stronger impression on the imaginative observer outside, who is anxious to see that there is some possibility of dealing with minor matters between the Colonies.

Sir WILFRID LAURIER: It can do no harm, and possibly may do good.

Dr. JAMESON: I suppose the "secretariat" in the previous paragraph is implied in this paragraph also?

Mr. DEAKIN: Certainly.

Sir JOSEPH WARD: That is understood, and applies to the whole thing.

Mr. DEAKIN: We ask that its head should be connected in everything with the self-governing Colonies—Conference or no Conference.

Sir JOSEPH WARD: That is understood.

Dr. JAMESON: The "secretariat" refers to the general Conference in the paragraph before, and here the paragraph goes into minor matters.

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CHAIRMAN: Do you mean you would put it in?

Dr. JAMESON: Yes, I would.

CHAIRMAN: The Secretary suggests that we should simply use the term "Dominions over the Seas."

Mr. DEAKIN: Are they all dominions? "Dominion" is a technical title. In Canada the word "Dominion" includes the subordinate Provinces, just as the word "Commonwealth" with us includes States.

Mr. WINSTON CHURCHILL: But in the plural, "Dominions," it is quite different.

Mr. DEAKIN: I suggest you should bring in the words "local administrations" to put it beyond doubt, but am not particular about it—you might have both expressions.

CHAIRMAN: It stands thus: "That upon matters of importance requiring consultation in common, either in this country."

Mr. DEAKIN: What does "consultation in common" mean?

CHAIRMAN: That means between this country and others.

Mr. DEAKIN: You cannot have a consultation without at least two people.

Mr. WINSTON CHURCHILL: It means consultation in general.

Mr. DEAKIN: Do the words "in common" convey anything?

CHAIRMAN: It seems to me they are put in in rather a wrong place, and it would be better if it read in this way: "That upon "matters of importance either in this country or in His Majesty's "Dominions beyond the Seas between two or more of the Governments which require a consultation in common and which cannot "be conveniently postponed until the next Conference."

Mr. DEAKIN: That is better.

CHAIRMAN: "Or which involves subjects of a minor character or such as require detailed consideration subsidiary Conferences should be held between representatives of His Majesty's Dominions beyond the Seas and of the Mother Country, specially chosen for the purpose."

Mr. DEAKIN: You do not want the whole phrase over again. It is sufficient to say "representatives of the Dominions and the Mother Country."

CHAIRMAN: I was using the former words.

Mr. WINSTON CHURCHILL: Representatives of the Dominions concerned?

Mr. DEAKIN: Yes, that is good.

Sir WILFRID LAURIER: I should like to have an opportunity of considering the wording when it is copied out.

CHAIRMAN: I have no objection to that so long as it is not published.

Mr. DEAKIN: I think Sir Wilfrid Laurier is entitled to make that suggestion, but hope it will be finished to-day, and that the précis can be published which the Press did not have yesterday.

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Sir WILFRID LAURIER: As to this drafting of the resolution, if the wording is accepted I am quite satisfied, but before giving it to the public I should like to have further opportunity of considering it. I am not so ready to give information to the Press as Mr. Deakin seems to be. *Festina lente* is a good maxim. I would like to defer this. I am not satisfied as to the words "Dominions beyond the Seas." It is a good expression, but I do not know that it is correct as it is used here, and I should like to see it in a corrected draft. I do not know that it may not include Trinidad as well as Australia and Canada. It is not limited, so far as I can see, to the self-governing Colonies.

CHAIRMAN: That is what is meant in the first place.

Sir WILFRID LAURIER: Yes.

Sir JOSEPH WARD: Why not use the words "self-governing Colonies?"

Sir WILFRID LAURIER: Or "self-governing Dominions beyond the Seas." As drafted, it seems to me it would as well apply to Trinidad or Barbados as to Canada.

CHAIRMAN: I think we will have to introduce the words "self-governing."

Sir WILFRID LAURIER: I would like to use some expression which would make a differentiation between the self-governing Colonies and the other Colonies. So far as the Colonies represented here are concerned, I wish we could drop the word "Colonies" and try to invent something which would strike the imagination more.

Mr. DEAKIN: Certainly, if anybody can do that it is you, Sir Wilfrid.

Mr. WINSTON CHURCHILL: I understand Sir Wilfrid Laurier would like to have a fair copy of the resolution to consider.

Sir WILFRID LAURIER: Yes. We have adopted it in substance, and that is great progress; but before it is sent to the Press I would like to have the opportunity of considering it.

CHAIRMAN: Would the words "self-governing communities of the Empire" do?

Sir WILFRID LAURIER: Perhaps they would; but I would like to consider the suggestion. It is worth taking twenty-four hours over it. I talked it over yesterday with a friend, and we agreed that we have passed the state when the term "Colony" could be applied to Canada, New Zealand, and Australia. I would like to have suggested the word "State," but for the fact that in Australia they call states what we call provinces, and it might lead to confusion. Perhaps one of us can make a better suggestion. I would rather sleep upon it, unless somebody else has any other suggestion to make today.

Mr. DEAKIN: Would this term do: "British Dominions possessing responsible government"?

Sir WILFRID LAURIER: I would prefer "self-governing dominions beyond the seas."

Sir JOSEPH WARD: I am agreeable to that.

Mr. DEAKIN: We need not add "beyond the seas." "Self-governing Dominions" will do.

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Sir WILFRID LAURIER: If you designate all those countries that have been known up to the present time as self-governing Colonies "self-governing Dominions," we can give out to the public that henceforth these are "self-governing Dominions," but I would like to have a single apt word which may be taken to mean "self-governing Colonies."

Mr. DEAKIN: We recognise that the "Dominion" is the senior of the "Commonwealth" and, therefore, the name "Dominion" has a claim. Again, we recognise that in His Majesty's official title the word "Dominion" is used where the word "Commonwealth" is not.

Sir WILFRID LAURIER: "Dominion" is a general term which covers many words which it is not possible to define otherwise.

Mr. F. R. MOOR: Can we have the words of the resolution read as now settled?

Sir JOSEPH WARD: As long as it is understood that New Zealand is a Dominion, I do not object to the word "Dominion." We ourselves understand New Zealand is a Dominion, but I would like it understood that our country is covered by that term here.

CHAIRMAN: Shall I read the resolution through?

Sir WILFRID LAURIER: For my part I would like to see it before me. The only reason why it is suggested we should finally close the discussion to-day is simply in order to give it to the Press.

Mr. F. R. MOOR: May we have the last paragraph read again?

CHAIRMAN: I will read the whole of it from the beginning: "That it will be to the advantage of the Empire if Conferences, to "be called Imperial Conferences, are held every four years, at which "questions of common interest may be discussed, and considered as "between His Majesty's Government and Governments of the self-"governing Dominions. The Prime Minister of the United King-"dom will be *ex officio* President, and the Prime Ministers of the "self-governing Colonies *ex officio* members of the Conference. The "Secretary of State for the Colonies will be an *ex officio* member of "the Conference, and will take the chair in the absence of the "President, and will arrange for such Imperial Conferences after "communication with the Prime Ministers of the respective Domin-"ions. That it is desirable to establish a system by which the "several Governments represented shall be kept informed during the "periods between the Conferences in regard to matters which have "been or may be subjects for discussion by means of a permanent "secretarial staff, charged under the direction of the Secretary of "State for the Colonies with the duty of obtaining information for "the use of the Conference, of attending to its resolutions, and of "conducting correspondence on matters relating to its affairs. That "upon matters of importance, either in this country or in His "Majesty's Dominions beyond the seas which require consultation "in common between two or more of the Governments, or which "cannot be conveniently postponed until the next Conference, or "which involve subjects of a minor character, or such as require "detailed consideration, subsidiary Conferences should be held be-"tween the representatives of such Dominions and the Mother "Country specially chosen for the purpose."

Dr. SMARTT: Surely the word "Dominions" would not refer

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to the various Colonies in South Africa. It would not be a dominion unless it were federated like Canada or Australia; New Zealand might be called a Dominion, it being two islands under one Government, but you could not call Cape Colony a dominion.

CHAIRMAN: Yes,—"self-governing Dominion" is what we call you here.

Dr. SMARTT: Is not the word "Dominions" in the title of the King?

CHAIRMAN: In the King's title the words "Dominions beyond the seas" cover everything, and it was in order to restrict the term to self-governing parts of the Empire beyond the seas that we put in the words "self-governing."

Mr. DEAKIN: I prefer the words "Dominions concerned" which point back directly to those engaged in the Conference. The words "such Dominions" leave it at large.

CHAIRMAN: Personally, I agree with Sir Wilfrid Laurier, and should like to look through it when it is copied.

Sir WILFRID LAURIER: I think we should consider it. It is too important a matter to pass over without having a moment of reflection about it. We know the importance of this document, and I think it is worth while to be a little careful about its wording.

Mr. F. R. MOOR: Personally, I should like to use a happier term as reflecting the Colonies we represent in South Africa. We have not yet got to that condition of things when we might be safely designated as Dominions, and I think, with Sir Wilfrid Laurier, it might be just as well to think the matter over carefully.

Mr. DEAKIN: There is no possible objection to that, except the natural disappointment of the public, which, however, might be mitigated if the précis of the discussion were now presented without giving the resolution arrived at—just the outline of the discussion in a general way. Otherwise, if they have to wait until Saturday, it means that Australia will not have the information until Monday or Tuesday.

Mr. WINSTON CHURCHILL: As I understand, we have really got through the committee stage and the report stage, and all that remains, with regard to the resolution, is the third reading; so that we shall not have to begin detailed consideration again.

CHAIRMAN: I understand that we pass the Resolution, and it is only a question of wording which remains open.

Sir WILFRID LAURIER: It stands for third reading, as Mr. Churchill says, and we have time to consider the expressions.

Mr. DEAKIN: There is no objection now to a *précis* being given to the Press.

Sir WILFRID LAURIER: I would not give the *précis* until we give the Resolution itself.

CHAIRMAN: The next meeting of the Conference is fixed for Saturday, at 11 o'clock. There were two other points on the agenda paper for to-day. One is as to the organisation of the Colonial Office which was incidentally mentioned in the discussion, and I do not know that I have any more to say than I have said, but if Mr.

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Deakin wishes to have it further discussed we had better defer it to another day.

Mr. DEAKIN: I would like some further discussion upon it.

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CHAIRMAN: The other resolution is with regard to Imperial Defence. That Resolution is from Australia: "That it is desirable "that the Colonies should be represented on the Imperial Council "of Defence, and that the Colonies be authorised to refer to that "Council for advice any local questions in regard to which any "expert opinion or assistance is deemed desirable." Perhaps if I make the statement which the Prime Minister has given me, it would meet the whole case. The Prime Minister considers that it might be with advantage made clear to the representatives of the Colonies at the coming Conference that the Committee of Imperial Defence is intended to provide the means of discussing questions of a general or local character relating to defence. It should, therefore, be open to the Government of any self-governing Colony to submit these questions through the Colonial Office and to obtain such advice as the Committee is able to give. If so desired any representative of a colony which may wish for advice may be summoned to attend as a member of the Committee during the discussion on the question raised.

Mr. DEAKIN: That practically meets the proposal, though I should like to have the opportunity of speaking to the Secretary of the Committee of Defence who has not only a national, but an established Australian reputation, before this is finally disposed of. It appears to be completely satisfactory.

CHAIRMAN: I think the members of the Conference understand that the Committee of Imperial Defence is a body which consists of one permanent member, the Prime Minister, and the other members are summoned as occasion requires. Therefore, this proposition really deals with the Colonial question on exactly the same principle.

Sir JOSEPH WARD: When will that come up for consideration?

CHAIRMAN: I do not know whether it requires any more consideration.

Mr. DEAKIN: I want to speak to the Secretary upon it.

CHAIRMAN: That is all I have to say as to the Committee. Military defence is the subject of the next meeting, and naval defence is part of the business for next week.

Sir WILFRID LAURIER: With regard to the resolution we have just agreed upon, I would like to call attention to the fact that we have not at all settled what is to be the status of the Colonial Ministers in London. Sir William Lyne brought that matter forward, and we have left it at present.

CHAIRMAN: I thought at the time we dealt with that question, I pointed out I only mentioned the *ex officio* members, but the whole resolution means that there is to be discussion between the Governments, and the representatives of the Governments other than the *ex officio* members will attend, and I thought it was understood—and I think you, Sir Wilfrid, initiated it—that the particular ques-

tion of the actual manner in which the other Ministers should come in should be deferred beyond this resolution and taken separately.

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Sir WILFRID LAURIER: At that time I had in mind that we should not pass this finally, but the matter is left altogether absolutely unsettled.

Mr. DEAKIN: I proposed to bring it forward myself, only we became absorbed in this discussion.

Sir WILFRID LAURIER: If that is so we shall have to think it over a little more.

CHAIRMAN: I hope if you do wish to alter the resolution on that particular point it will not mean that we shall have more than a third reading.

Sir WILFRID LAURIER: We have practically agreed to it, but the other is a point of some practical importance, and we ought to come to some clear understanding about it.

Mr. DEAKIN: Certainly. At the present Conference the understanding is that the Prime Minister and one colleague would take part in each discussion, while on special matters when the occasion demands it, other Ministers might be asked to take part.

Sir WILFRID LAURIER: I have two of my colleagues here, and I should not like to come without either.

CHAIRMAN: The business on Saturday is as to military defence.

Mr. DEAKIN: We must conclude this first, and perhaps we might meet half an hour earlier to finish it before our appointment with Mr. Haldane at 11.

CHAIRMAN: I will inquire if it is necessary, and will let you know. I have been making inquiries of the Chancellor of the Exchequer, who is exceedingly busy just now with the Budget, and he informs me that he is obliged to go to Scotland one day at the beginning of next week, and therefore if it suits the Conference he would prefer to take a day in the following week for the discussion of the trade question. In that case he fixes Tuesday, April 30th, for preferential trade. The question, therefore, is what subjects we should take on Tuesday and Thursday next week. I believe the First Lord of the Admiralty is willing to come on Tuesday for the discussion of naval matters, and then the subject of emigration can be taken on Thursday.

Adjourned to Saturday morning at 11 o'clock.

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FOURTH DAY.

HELD AT THE COLONIAL OFFICE, DOWNING STREET.
SATURDAY, 20TH APRIL, 1907.

PRESENT:

The Right Honourable THE EARL OF ELGIN, K.G., Secretary of State for the Colonies (President).

The Right Honourable Sir WILFRID LAURIER, G.C.M.G., Prime Minister of Canada.

The Honourable Sir F. W. BORDEN, K.C.M.G., Minister of Militia and Defence (Canada).

The Honourable L. P. BRODEUR, Minister of Marine and Fisheries (Canada).

The Honourable ALFRED DEAKIN, Prime Minister of the Commonwealth of Australia.

The Honourable Sir WILLIAM LYNE, K.C.M.G., Minister of State for Trade and Customs (Australia).

The Honourable Sir JOSEPH WARD, K.C.M.G., Prime Minister of New Zealand.

The Honourable L. S. JAMESON, C.B., Prime Minister of Cape Colony.

The Honourable Dr. SMARTT, Commissioner of Public Works (Cape Colony).

The Honourable F. R. MOOR, Minister of Natal.

The Right Honourable Sir R. BOND, K.C.M.G., Prime Minister of Newfoundland.

General The Honourable LOUIS BOTHA, Prime Minister of the Transvaal.

Mr. WINSTON S. CHURCHILL, M.P., Parliamentary Under-Secretary of State for the Colonies.

Sir FRANCIS HOPWOOD, K.C.M.G., Permanent Under-Secretary of State for the Colonies.

Sir J. L. MACKAY, G.C.M.G., K.C.I.E., on behalf of the India Office.

Mr. H. W. JUST, C.B., C.M.G., Mr. G. W. JOHNSON, C.M.G., *Joint Secretaries.*

Mr. W. A. ROBINSON, *Assistant Secretary.*

ALSO PRESENT:

The Right Honourable R. B. HALDANE, K.C., M.P., Secretary of State for War.

General the Honourable Sir NEVILLE LYTTELTON, K.C.B., Chief of the General Staff.

General Sir W. G. NICHOLSON, K.C.B., Quartermaster-General.

Major-General DOUGLAS HAIG, C.B., Director of Military Training.

Major-General J. S. EWART, C.B., Director of Military Operations.

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CHAIRMAN: Gentlemen, before we begin business I may just remind you that our numbers are complete with the arrival of Sir Robert Bond. I hope that I may extend a welcome to him from the Conference, and I may, perhaps, mention that I have had the advantage of an interview with him at which I explained what had taken place at the meetings before he was able to attend, and I think he will be able to say that as far as he is concerned he is ready that matters should go on from the point which they had reached at the last meeting.

Sir ROBERT BOND: My Lord, and gentlemen, permit me to convey to your Lordship an expression of my sincere thanks for your kind cordial greeting and welcome to this Conference, and to say that it is a matter of very great regret to me, that, owing to circumstances over which I had no control, I was prevented from being here at the opening of this Conference, and from thus having the privilege of listening to the opening address of the Right Honourable the Prime Minister. Your Lordship has very kindly had me furnished this morning with a copy of the proceedings, and I have been able to pursue with both pleasure and profit the words of wisdom and encouragement contained in Sir Henry Campbell-Bannerman's address. I am pleased to notice that the Prime Minister in bringing directly under the notice of this Conference the agenda of business that is to engage its attention, did not limit its deliberations to matters therein set forth; that he very gracefully recognised that, owing to the different conditions appertaining in the Colonies, it is scarcely possible that we can all approach the consideration of the various subjects that are to engage our attention from precisely the same standpoint; that our dealings with many of those matters must be necessarily governed by the opinions and desires of those we represent, and that our conclusions must be subject to the approval of our respective Parliaments. The Empire stands before the world to-day as probably the greatest expression of national expansion that the world has ever seen, and this, my Lord, I think has been brought about by due and proper regard for public opinion in the various States or Colonies that comprise the Empire. Therefore, I submit that nothing but good can come from the recognition of the principle that Sir Henry Campbell-Bannerman set forth in his address.

May I be permitted, my Lord, to join in the expression of regret that has proceeded from the Conference in reference to the illness of that distinguished statesman who presided over the affairs of the Conference in 1902. Probably no British statesman has ever had such a warm place in the affection of the Colonies as Mr. Chamberlain. His illness, therefore, has occasioned the deepest concern throughout all the Colonies of the Empire. In joining in the hope that has been expressed by this Conference I am not only voicing my own heartfelt desire, but I am sure I am echoing the desire of those I have the honour to represent.

May I also be permitted, my Lord, to join with those who paid a tribute of respect to the memory of the late Prime Minister of New Zealand, Mr. Seddon. We who sat with him in conference five years ago will remember with admiration his strong personality and wide imperialism, and I think all who watched his political career cannot have failed to appreciate that by his decease a great and unique character and empire-builder has passed away. As the Prime Min-

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ister remarked, my Right Honourable friend, Sir Wilfrid Laurier, and myself are the only two members of this Conference who sat in the former one, five years ago. I am quite sure that it is a satisfaction to both of us that the vicissitudes incident to public life have not come our way, and that we are again privileged to join in this important Conference.

I again thank you, my Lord, and the other Members of the Conference for your kindly welcome to-day.

Future Constitution of the Conference.

FUTURE CONSTITUTION OF THE CONFERENCE.

CHAIRMAN: Gentlemen, we have met at an earlier hour this morning in order that we might formally adjust the Resolution which was, in principle, accepted at our last meeting. I have endeavoured to get it so far as I could into shape in certain details that the Conference desired, and it has been in your hands, and I shall be glad to hear if there are any remarks to be made.

Sir WILFRID LAURIER: I am satisfied with it so far as Canada is concerned. Sir Robert Bond might not have had the facility, perhaps, of perusing the discussions. I do not know whether he has or not.

Sir ROBERT BOND: No, I have not fully perused the discussion, Sir Wilfrid. I only received the papers this morning, and consequently but glanced through them.

Sir WILFRID LAURIER: The question which we have been discussing, Sir Robert Bond, has been the creation of an Imperial Council, and we have come to the conclusion that this was not advisable, and this is what we have drafted, endeavouring to meet as far as we could the different opinions that have prevailed. I observe, Sir Robert, that in the despatch that you sent in answer to the Colonial Office despatch on this subject you do not seem to favour the creation of such a Council. This is what we have practically agreed to subject to modification, of course, nothing being settled until it is finally passed: "That it will be to the advantage of the Empire if "Conferences to be called Imperial Conferences are held every four "years at which questions of common interest may be discussed and "considered as between His Majesty's Government and the Governments of the self-governing Dominions. The Prime Minister of "the United Kingdom will be *ex-officio* President, and the Prime "Ministers of the self-governing Dominions *ex-officio* members of "the Conference. The Secretary of State for the Colonies will be "an *ex-officio* Member of the Conference, and will take the chair in "the absence of the President, and will arrange for such Imperial "Conferences after communication with the Prime Ministers of the "respective Dominions." This paragraph, so far as it goes, meets with the approval of Canada: "Such other Ministers as the respective Governments may appoint will also be members of the Conference—it being understood that except by special permission of "the Conference, each discussion will be conducted by not more than "two representatives from each Government, and that each Government will have only one vote."

CHAIRMAN: That part was not before the last meeting.

Sir WILFRID LAURIER: So far as I am concerned I may say at once that I am satisfied with this.

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CHAIRMAN: I think Sir Robert Bond has seen it.

Sir ROBERT BOND: I have it before me, and may observe that Lord Elgin showed me last evening this Resolution, when I intimated to him that with the principle involved I concurred.

CHAIRMAN: If you are taking it paragraph by paragraph, there is just a small matter Mr. Deakin has mentioned to me. It is only to break up the last sentence, and he suggests there should be a stop after the word "President"—"The Secretary of State for the "Colonies will be an *ex-officio* member of the Conference and will "take the chair in the absence of the President." It is quite true that the last part of the sentence has not a very direct connection with the first. I propose that we should strike out the word "and" and begin the sentence with "He."

Sir WILFRID LAURIER: Yes.

CHAIRMAN: There is one other point I think I ought to call the attention of the Conference to. We agreed, and I am not going back upon the agreement, that instead of the word "Colonies" we should use the word "Dominions;" but is it sufficiently defined if we use the word "Dominions" alone throughout? After all, we, in this country, are part of His Majesty's self-governing Dominions strictly speaking, and I would suggest that we might take what is really the official term "the Dominions beyond the seas" in the first place where it occurs—"the Governments of the self-governing Dominions beyond the seas," and any other reference to it in the course of the Resolution might very well be "Dominions." That would make it absolutely clear what we mean by the expression in the first place.

Sir WILFRID LAURIER: Yes, I see no objection to that as far as I am concerned.

CHAIRMAN: Then we will insert the words "beyond the seas" after "Dominions" in the first place.

Dr. JAMESON: There is another small point. I should like to see the singular instead of the plural used in the first two lines of the first paragraph—"A Conference to be called the Imperial Conference is held every four years," &c. I think it would make it more emphatic than the word "Conferences." It is simply substituting the singular number for the plural.

Sir JOSEPH WARD: I think it would read very much better.

Sir ROBERT BOND: I think it is a very decided improvement. I think it is far more emphatic.

Sir WILFRID LAURIER: I think so too.

CHAIRMAN: Then subject to those alterations we agree to the first paragraph.

Sir WILFRID LAURIER: Somebody has suggested to me that instead of having "His Majesty's Government" we should have "the Government of the United Kingdom." I suppose we are all His Majesty's Governments.

CHAIRMAN: It is a technical term for His Majesty's Government here.

Sir WILFRID LAURIER: Yes, it is very well understood,

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but suppose we said "the Government of the United Kingdom," as we all claim to be His Majesty's Governments.

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Mr. DEAKIN: "As between His Majesty's Government of the "United Kingdom and His Governments of the self-governing "Dominions beyond the seas."

Sir WILFRID LAURIER: That would meet my views. The point was brought to my notice by a friend, but "His Majesty's Government" is such a technical expression that there can be no mistake about it.

Mr. DEAKIN: "His Majesty's Government" in Canada means the Canadian Government.

Dr. JAMESON: Why not "His Majesty's Government and His Governments of the self-governing Dominions."

Mr. DEAKIN: Yes, that is an improvement.

Sir WILFRID LAURIER: I am satisfied with that.

CHAIRMAN: And leave "His Majesty's Government.

Mr. DEAKIN: Yes, substituting "His" for "the."

CHAIRMAN: Next come the words with regard to the Ministers.

Sir WILFRID LAURIER: That satisfies me.

Sir WILLIAM LYNE: I do not know what has been done in reference to that first paragraph which Sir Wilfrid Laurier read. There has been some alteration made and I could not catch it.

CHAIRMAN: They are only verbal alterations. We have altered the first words into "A Conference to be called the Imperial Con- "ference is held" instead of putting it in the plural, and we have made the words to run "as between His Majesty's Government and "His Government of the self-governing Dominions beyond the "seas," that is all. Then there is the addition "Such other Minis- "ters as the respective Governments may appoint will also be "members of the Conference—it being understood that except by "special permission of the Conference each discussion will be con- "ducted by not more than two representatives from each Govern- "ment and that each Government will have only one vote"—is that agreed to.

Sir WILFRID LAURIER: Clearly.

CHAIRMAN: Now the second paragraph of the Resolution.

Mr. DEAKIN: I have a suggestion to make in this paragraph. You were good enough to adopt throughout this Resolution the language submitted by one or other of the different states, and consequently it now reads: "That it is desirable to establish a system "by which the several Governments represented shall be kept in- "formed during the periods between the Conferences in regard to "matters which have been or may be subjects for discussion, by "means of a permanent secretarial staff charged under the direc- "tion of the Secretary of State for the Colonies," and so on. But the word "secretarial" has ceased to have a meaning or, at all events, the meaning that was attached to it when first brought forward. What is now intended is not a separate body, but a branch of the Colonial Office. On referring to your remarks, my Lord, I notice

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that you stated your intention was to separate the departments of this office. You will have a distinct division which will not be exactly apart in the department, but will be the one division concerned with the business of all the self-governing Colonies, and will not be directly concerned with that of the Crown Colonies. I do not think that can be distinguished from the rest of the Colonial Office by being called a secretariat, because practically all your office is a secretariat. It is for you, my Lord, to select the phrase which would best define your own intention, but as this stands, it appears to me that what is intended is merely that this work should be carried out by means of a portion of the staff under the direction of the Secretary of State for the Colonies, which shall be charged with the duty of whatever work may be allotted. The proposal for a secretariat was a proposal for a body independent of this or any other department. It was to be a kind of joint and several department under the control of the Prime Minister of Great Britain. As such, the word "secretariat" was necessary, in order to make it quite clear that there was no intention of creating a body with any authority other than to perform the necessary secretarial, statistical, and other work cast upon it by the Conference or by some of the Governments represented. That was specially necessary to meet Sir Wilfrid Laurier's criticism, but under the present circumstances that proposal has entirely disappeared. This proposal is nothing like it. The present project is that there shall be a portion of the Colonial Office, a distinct division, not exactly set apart, which is to deal with us. Consequently the former title appears to me to be no longer appropriate. My own suggestion is that we should now indicate what is intended, and it is for you, my Lord, to say what is intended.

CHAIRMAN: I do not mean to go into further details, for the reason I gave at the former meeting, but I may just say that in my own mind I had intended to go a little more towards meeting you than you have expressed. Our practice in this office hitherto has been to select gentlemen from our staff who we thought, and I think quite rightly, were well qualified to prepare the business for the Conference, and to act as its secretaries. What we have in our minds to carry out, and hope to be able to carry out in the future, is that we should appoint a gentleman on our staff to be the Secretary for the Conference, not for one Conference only, but to continue the business as a member of the staff of the office and in a division of the office, as I said before, but that being his specific duty, thereby focussing all the business in the way which I think the members of the Conference in their various resolutions expressed the desire it should be. That is what we hope to do, and that is the reason we use the expression "secretarial staff." You quite understand, I think, that we can make that arrangement without interfering with the responsibility or organisation of the office, but still in such a manner, I think, so far as it is capable of being done within the walls of the office, as to meet the wishes that the other members of the Conference have expressed. That is the meaning of the expression. I have no objection to one form or the other, because we can do it either way.

Mr. DEAKIN: Have you any objection then to substituting "A portion of the staff under the direction of the Secretary of State

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"for the Colonies which shall be charged with the duty"? I think it more correctly expresses it.

Sir JOSEPH WARD: I think it is better to leave it as it stands.

Dr. JAMESON: Do you not think that the further explanation which the Secretary of State has made shows that he is anxious to meet, as far as possible, our extreme views expressed the other day.

Mr. F. R. MOOR: Not extreme, but advanced.

Dr. JAMESON: Advanced is better. It is better to leave the word in as foreshadowing what is coming at the next Conference to meet our views expressed the other day. I should like to see it remain.

Mr. DEAKIN: It is for Lord Elgin to consider.

Sir WILFRID LAURIER: I do not care how it is expressed so long as it is on Ministerial responsibility. That is the only thing I attach importance to.

Sir JOSEPH WARD: The point raised by Mr. Deakin is quite a clear one, and no doubt it would probably more correctly indicate what the actual decision is, but I have a preference for indicating a permanent secretarial staff.

Mr. DEAKIN: If you appeal to me on the ground of preference, I am bound to agree.

Sir JOSEPH WARD: Upon that ground I assume you will vote for it as it is.

Mr. DEAKIN: I will.

CHAIRMAN: Then it will stand as it is.

Mr. DEAKIN: Yes.

CHAIRMAN: Then we pass the second paragraph. The third paragraph we hope we have put into shape as regards words.

Sir WILFRID LAURIER: That will be the fourth paragraph now?

CHAIRMAN: Yes. The paragraph is "That upon matters of "importance, requiring consultation between two or more Govern- "ments, which cannot conveniently be postponed until the next Con- "ference, or involving subjects of a minor character or such as call "for detailed consideration, subsidiary conferences should be held "between representatives of the Governments concerned, specially "chosen for the purpose."

Mr. DEAKIN: The only suggestion I have there is that in the last line, instead of "the Governments concerned," which seems to point only to such of the Governments as are named in the first sentence, including only the larger self-governing States such as Canada and Australia, it might be well to substitute the word "any" for the word "the"—"any Governments concerned"—in order to cover the introduction of matters which are purely Provincial in Canada, or purely State in Australia, or a mixture of both. This would plainly indicate that it was in contemplation that members of both classes of Governments might, if necessary, take part in the subsidiary conferences when the subjects with which those conferences were dealing were wholly or chiefly within the domain of either State or Provincial Governments. The federal and local gov-

ernments might both be represented when dealing with special subjects when they were within the constitutional powers of both sets of Governments.

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Sir JOSEPH WARD: I think that ought to be done. I am just a little in doubt as to the intention of the word "chosen," always assuming, in the ordinary practical working of the respective Governments of the several countries, that Canada and Australia desire to have a conference upon an important matter, this Resolution rather supposed they would have to be chosen by probably all the members of the Conference.

CHAIRMAN: No, chosen by each Government. It only meant it was not necessarily chosen under the restrictions of the Conference.

Sir WILFRID LAURIER: I am quite satisfied with the Resolution as it is. If I understand Mr. Deakin aright, what he had in his mind was that the State Governments of Australia or the Provincial Governments of Canada might have the power to come within the scope of this Resolution. For my part I, with all due respect, differ altogether from this. I think we should provide here for the Governments which are here represented. There may be differences in Canada or in Australia between the Federal Governments and the State Governments. I do not think this ought to be encouraged at all; on the contrary, for my part, I believe in one respect our constitution is better than that of Australia, in that the power is in the central Government and is not in the State as with theirs. Even in the best and most satisfied countries, like Canada at present, we may have differences of opinion between the Federal and State Governments. There is one at present betwen us and the Government of British Columbia, and Lord Elgin has authorised the Government of British Columbia to come here as to some matter which has been in issue between them and us, that is to say, between British Columbia and Canada. This will always be done whenever a Province or State appeals to the Imperial Government here. They are always sure to have a hearing, but I would, for my part, deprecate the introduction of anything which is not here strictly relevant to, and confined to, the relation between the Government of the United Kingdom and the Governments here represented.

Mr. DEAKIN: Am I to understand, Sir Wilfrid, that education is a wholly Provincial question in Canada, or is it a national question?

Sir WILFRID LAURIER: Purely a Provincial question.

Mr. DEAKIN: Exactly. A conference may be desired in Great Britain, as there is, I understand, a meeting relating to education shortly to be held here to which representative men from the different Provinces of Canada probably, and certainly from the different States of Australia, are coming. Now if it were desired that a conference of that kind should be held, would it not be well that it should be related, although in a different way, to this branch of the Colonial Office, which is to undertake the care of the matters relating to the self-governing Colonies? I feel the force of your observation so far as it relates to a conference, if one could imagine it, at which any difference between the National Government of Canada and its Provinces were to be brought forward. I can hardly imagine

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such a conference, and do not see a necessity for thinking it in advance. What was in my mind was the possibility of conferences in regard, say, to education, or to methods of administration of criminal justice, or hygiene, which are partly State and partly Federal, and which can come under both, or which were held solely between our States and your Provinces, or some of them and other local bodies. If a conference were held in regard to any of those subjects, should it or should it not be associated with this branch of the Colonial Office which has to deal with the affairs of the self-governing Colonies, and therefore properly mentioned here, or should it be looked upon as something quite apart and not in relation to this part of the Colonial Office?

Sir WILFRID LAURIER: I should conceive it as a conference quite apart. For my part I do not see the necessity at all for this last paragraph. I think it is quite surplusage and means nothing at all. If you have a conference upon various things, either defence, or education, or anything of that kind, it will always be called as a purely voluntary body, as is done constantly. But if, on the subject of education, for instance, the conference to be called were to put in question the terms of the Act which at present puts the subject of education under the Provincial governments, any amount of mischief might be created, and therefore, I do not think it is a good thing. But if it be that the Conference is called simply to advance and promote education, or give a larger scope to it, I can quite understand that it would be a purely voluntary conference to give advice. I would be afraid under the terms of this Conference you might bring in political questions which would create very serious embarrassment to us.

Sir JOSEPH WARD: I understood this paragraph applied entirely to the governments represented by the Prime Ministers who are here, and it should not go beyond that. If it goes beyond that I foresee all sorts of complication.

Mr. DEAKIN: I do not press it then at this juncture.

Sir WILFRID LAURIER: I am satisfied.

CHAIRMAN: What is the result?

Sir WILFRID LAURIER: Let it go as it is.

Mr. DEAKIN: Yes.

Resolution L.

CHAIRMAN: Then I put it that this Resolution is the Resolution of the Conference.

The Resolution, as amended, was carried unanimously.

Military Defence.

MILITARY DEFENCE.

CHAIRMAN: We have now the advantage of the presence of the Secretary of State for War, who will give us his views. I think it will be the wish of the Conference that I should ask the Secretary of State for War to address us.

Mr. HALDANE: My Lord Chairman and gentlemen, I think it will be for the convenience of the Conference that I should state very shortly what the point is that seems to us to be most important for discussion, and for arriving at some fairly clear conclusion.

To plunge at once into things, the effect of the war in South

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Africa made a profound impression on the minds of our advisers here. We realised that we had gone into that war without adequate preparation for war on a great scale, and that we had never fully apprehended the importance of the maxim that all preparation in time of peace must be preparation for war; it is of no use unless it is designed for that; it is the only justification for the maintenance of armies—the preparation for war. In consequence, when the war was over, the then Government set to work—and the present Government has continued the work—to endeavour to put the modern military organisation into shape. In 1904 a very important Committee sat. It was presided over by a civilian who had given great attention to the study of military organisation, Lord Esher, and it contained on it two very distinguished exponents of naval and military views, Sir John Fisher and Sir George Clarke, as its other members. The Committee reported, and its report contained a complete scheme for the re-organisation of the War Office and of the Army. That scheme was adopted by the late Government and has been carried on by the present Government. One broad feature is this, that our naval organisation has been the one with which we have been conspicuously successful in the history of this country as distinguished from our military organisation, and, therefore, as far as was possible, the naval organisation was taken as a type. But the broad feature which emerged with regard to military preparations was this: Count Moltke was able to organise victory for the Prussian and German armies in 1866, and again in 1870, because he and the general staff working under him were free to apply their minds wholly to war preparation. That he was able to do this was due to the fact that the organisation and business administration of the army in peace were kept entirely distinct from the service which consisted in the study of war problems and in the higher training of the staff and of the troops. That was the principle recommended by the Esher Committee, and it culminated in the provision of a brain for the army in the shape of a General Staff. That General Staff we have been at work on for a long time past in endeavouring to get together. The task was not as difficult as it seemed at first, because the effect of the war was to bring to the front a number of young officers who had shown remarkable capacity and who constituted the nucleus of a serious and thoughtful military school. They were got together under the Esher re-organisation and virtually there has been a General Staff in existence for some time. But it was not until last September that it received formal and complete shape in the Army Order of that month. The General Staff is now a *de jure* body; it has been a *de facto* existing body for some time past. The result of this re-organisation, which is now complete, is that I am able to attend this Conference with certain distinguished officers who are with me to-day to furnish any information requisite. Sir Neville Lyttelton, the Chief of the General Staff, is by my side, Sir William Nicholson, the Quartermaster-General, is with him, and also Sir George Clarke, who played a great part in the Esher re-organisation, and who is secretary of the Imperial Defence Committee. I have also with me here General Ewart, Director of Military Operations, and General Haig, the Director of Military Training.

The practical point that we have to put before you is the desirability of a certain broad plan of military organisation for the Empire. We know that you have all got your own difficulties and the idiosyncrasies of your own people to deal with. No rigid model is

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therefore of use. But a common purpose or a common end may be very potent in furthering military organisation. For ourselves we have over here worked out our organisation quite definitely, and, indeed, the practical form of it is at present the subject of plans which are before Parliament. This conception of defence is that the Army should be divided into two parts with distinct functions. There is a part with defence as its primary main function, and it has no obligation to go over the sea. That is raised by the citizens of the particular dominion of the Crown concerned, simply for the purpose of home defence. There is the other part which exists not for local defence, but for the service of the Empire as a whole, the expeditionary force, which, in a country like ours, must be naval as well as military,—and I go further and say primarily naval. There is the Fleet, which, in order to make the defence of the Empire what we all hope and believe it is, and are convinced that it must remain if the Empire is to hold together, must have the complete command of the sea, and must be stronger than the fleet of any other Power, or, for that matter, of any other two Powers. And, in conjunction with that there is an expeditionary force consisting of regular troops which we have just re-organised at home. This expeditionary force, working in conjunction with the Navy, will be able to operate at a distance for the defence of the Empire as a whole. Behind that, which I call the first line, our conception is a second line consisting of those home defence troops of which I have spoken. The events of a few years ago showed that the Empire could act as a whole, and that in a supreme emergency these home defence forces would pour forth for the defence of something more than their own shores. But that rests upon voluntary effort and not upon any rigid pattern. Our main purpose in bringing this subject before you to-day is to emphasise the desirability so far as possible that these home forces of the various self-governing dominions of the Crown should be organised, if not to a common pattern—because rigidity of pattern we recognise is impossible with the varying circumstances of the various countries—yet with a common end in view and with this common conception.

At home we may have our territorial Army, if the scheme before Parliament just now goes through. That would be our second line At home you, Sir Wilfrid, have your Canadian Militia, a creation which may be said in its function and purpose very much to correspond with what is in our mind in the territorial Army. Mr. Deakin has the same idea in his mind in organisation, and I think Sir Joseph Ward has also, and I believe the same idea is in the minds of the South African Premiers. So that it seems to me we have all of us got the broad idea of this distinction between the first, or expeditionary force, and the second or home defence line in our heads. If it were well worked out, if the fact is made to correspond to the idea, then it seems to me the Empire would be defended as no other nation in the world is defended, because its resources would be available from so many quarters. But in order to work on a common pattern it is necessary that we should have a common conception, and the common conception, a matter of great intricacy and great complication when you get to details, can only adequately be supplied by the most skilled advisers, and that is where the utility of the General Staff comes in. My main purpose in addressing the Conference is to suggest for your acceptance the opinion that the General Staff which we have created at home and which is in its infancy should receive

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as far as possible an Imperial character. I will define what I mean. It is not that we wish in the slightest degree even to suggest that you should bow your heads to any direction from home in military matters, but the General Staff officer would have as his function this: Trained in a great common school, recruited, it may be, from the most varying parts of the Empire, but educated in military science according to common principles, he would be at the disposition of the local government or of the local Commander-in-Chief, whether he were Canadian, British, or Australian, or New Zealander, or South African, for giving advice and furnishing information based upon the highest military study of the time. The General Staff is a class by itself in the Army. It is so with the German Army, and it is so with the Japanese Army, it has just become so in the Russian Army, and it is so in the French Army. It consists of the most highly trained officers, picked men recruited for their known capacity, specially trained, and then detailed to be at the elbow of the commanding officer. The commanding officer, according to the theory of the General Staff, is unfettered; he has the complete power of accepting or disregarding the advice of his General Staff officer, but he has at his elbow somebody who is there with knowledge, with suggestion, with advice, furnished with all the resources which are supplied from the central school from which the General Staff officer comes, namely, the headquarters of the General Staff. If I may put it a little more in concrete, I will take an illustration, if I may, founded in Canada. In Canada you have made some progress yourselves with the idea of a General Staff, just as we have. You have, I think, some five General Staff officers in Canada at the present time. Now, as regards your General Staff officers, although you have a distinguished British General Staff officer with you, General Lake, there is no organic connection between what is your General Staff in embryo and our General Staff as we have just created it here. But supposing we were studying at home in the General Staff great questions of Imperial Defence, and, amongst others, questions of Imperial Defence in Canada, what an advantage it would be to us, and I think to you also, if we sent you a General Staff officer, in exchange for one of your General Staff officers, who should come over here and who should be working with us at the very problems which concern the defence of the Empire as a whole in Canada. And so with all the other affairs in the Crown's Dominions. It seems to me that we might broaden the basis of this General Staff which we have just created. It is a purely advisory organisation of which command is not a function. The beginning, of course, would have to be very modest. If these things were organised, and if we were to bring about such an interchange of officers as would tend to make the work of the General Staff in the largest sense the work of a military mind which had surveyed the defence of the Empire as a whole, it would, it seems to me, do much to bring about that uniformity of pattern in organisation and in weapons, and in other details regarding military matters, which is to some extent essential if there is to be effective co-operation in a great war. I have circulated four papers for the information of the Premiers. It is not probable in the pressure of other business that you have all had time to read them.

Mr. DEAKIN: We only received them when we came here this morning.

Mr. HALDANE: But I can give you in a few sentences the substance of them, and it the less matters if they have not been exten-

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sively read, because we are not proposing that they should be adopted as representing any hard-and-fast view.

The first of those papers, which are prepared by our experts here, deals with "the strategical conditions of the Empire from a military point of view," and it calls attention to the three great principles on which I have touched—first of all, the obligation of each self-governing community to provide, as far as possible, for its own local security; secondly, the duty of arranging for mutual assistance on some definite lines in case of supreme common need; and thirdly, the necessity for the maintenance of that sea supremacy which can alone ensure any military co-operation at all. Then the paper goes on to indicate what we are trying to do in making our contribution to this end: first, organising troops for home defence to repel raids—that is the territorial army; secondly, a striking force, an expeditionary force is the proper phrase—the striking force is that small portion of it designed to act swiftly, and ready to assist any portion of the Empire; thirdly, a navy capable of maintaining command of the sea. Those principles may be said to represent the result of our reflections upon the events of the late war.

The second paper points out the importance of assimilating as far as practicable war organisation throughout the Empire, and of adopting a uniform system of nomenclature in regard to such organisation. The value of any assistance which the self-governing Dominions may offer in the future to the mother country will be much increased if it can be given in the form in which it can readily be fitted into the organisation of an entire army in the field. On that I should like to emphasise the absolute necessity of turning our attention to this in times of peace. It is too late when war breaks out. You are at an enormous disadvantage if you commence to organise in concert for the first time after the breaking out of war. The third paper relates to the patterns and provision of equipment and stores for Colonial forces. The chief point made is that it is essential that the small arms supplied to any force which may have to act side by side with troops from the United Kingdom shall fire the same ammunition as that supplied to the latter. A difference in ammunition is one of the greatest curses in war time. This paper also emphasises the necessity for the provision of adequate reserves of stores in peace time. The fourth paper urges the desirability of the self-governing Dominions, where possible and without interfering with their own arrangements, giving their orders for ordnance stores, particularly arms and ammunition, through the War Office, and it points out that expedition and economy are likely to be secured if this is done. That is a business matter for discussion. There is a great deal to recommend it when you come to work it out in detail.

A very important thing touched on in this connection is the training of officers. We are just now endeavouring to organise a reserve of officers. We have had a Committee sitting which has presented a preliminary scheme, and I know that the question is also engaging the attention of the self-governing Dominions at this time. If we could do something to make that reserve of officers Imperial in the same sense as the General Staff is Imperial, so that you could give us from your reserve assistance in time of a great war, I am sure it would be a great source of strength. Besides, I need not point out that any organisation of this kind is of the very greatest assistance to peace, because it profoundly impresses the mind of foreign General Staffs, who cannot be sure what reserve we have behind us when we

have troops and officers organised over this tremendously wide area. The general point made in this paper is that to attain these objects probably the most desirable of all courses is the one I have indicated, that the General Staff should be Imperial in the widest sense; and we point out that we shall welcome Colonial officers in its ranks very cordially, and we shall be very glad to send officers to you to take their places in it. We do not want to ask you, unless you wish to do it, to double the number of your own officers by sending some here while you have to provide for other officers in their places at home. If you like we should be very glad to send out General Staff officers to take the places of those you send to us and in that way to provide a circulation. Our great object must be to make the General Staff an imperial school of military thought, all the members of which are imbued with the same traditions, accustomed to look at strategical problems from the same point of view, and acquainted with the principles and theories generally accepted at headquarters.

The Imperial Reserve of Officers is a thing which I think may be better discussed in detail. It is so complicated that I do not think we could profitably go into it in this very short Conference; but on all those points the War Office is a home for you so long as you choose to be here; and if any of the gentlemen present who would like to follow out these things more in detail will come to us, we have prepared all the information. We should be very glad if, for instance, Sir Wilfrid Laurier and Sir Frederick Borden will communicate with us, either personally or through General Lake, fully upon these points of detail as they come up; and I wish to say the same with regard to the other Premiers.

I think I have really now put before you the general points. There are some minor ones, which again are matters ofr discussion in detail. If we get into the field together it is very desirable that we should be under one military code, and as far as possible we ought to arrange that whatever local arrangements may require in time of peace, it should always be kept in view that for discipline there should be a certain military code in operation in time of war. How you would deal with that is rather a question for you. One knows the delicate susceptibility of people about anything like military rules in time of peace, but probably you, with your Legislatures, can solve these problems quite as easily as we can.

I think I may conclude by making a suggestion of the extent to which we can go in this Conference in a practical direction. I mean so far as this particular Conference is concerned. The working out of details, as I have said, may well be done with Sir Neville Lyttelton and the General Staff at the War Office, and General Nicholson, the Quartermaster-General, is ready to assist in matters of administration and questions connected with it. But it does seem to me that it would be a great advance if we could agree upon a resolution in this Conference focussing the broad purpose. As I have said, we know that this thing must be founded simply upon the attaining of a common purpose, the fulfilment of a common end. It cannot be by the imposing of restrictions or by rigid plans which might not suit the idiosyncrasies of particular countries. I have drafted some words emphasising the question of the General Staff as the point, as the key to the attaining of the working out of the common purpose, which does seem to me to be possible as a common basis without in the least interfering with individual liberty. The resolution I have drafted is before you. I would like to say that if it is agreeable to the Confer-

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ence to adopt some such resolution as this, I should not desire that we should stop there, but I should suggest that you should send your experts over to the War Office to confer with our General Staff, and any other department, as to the way of making an immediate beginning in carrying out the broad principle which the resolution affirms.

Sir FREDERICK BORDEN: My Lord, Mr. Haldane, and gentlemen, I am sure we have all been deeply interested in what we have heard from Mr. Haldane, and I may say in a general way that I am in very close sympathy with all he has said. There seem to be two ideas involved in the consideration of this matter. I will not say the chief, but certainly the first is the question of the defence of the different Dominions beyond the seas—I am not speaking now of these islands—particularly the defence of those Dominions against attack from without; secondly, as I understand Mr. Haldane, the agreement upon some method by which preparation might be made within those different Dominions for effective co-operation with the central forces of the Empire in the event of any severe strain or stress arising which would involve the integrity of the Empire. The first proposal is very easy, and I think, so far as most of the countries represented here are concerned, is being carried on to a greater or less extent. In Canada, without waiting to dwell in any detail upon what we have done, I think we have there made considerable progress within the last 10 years, and certainly very great progress since this Conference met five years ago. It should be pointed out at once, that so far as the Dominions beyond the seas are concerned, at any rate so far as Canada is concerned, we have no authority under our Militia Law to do anything beyond expend money and make preparations for the defence of Canada itself. We are absolutely limited in words to that. We cannot call our Militia out for active service for any purpose beyond the defence of Canada. Although Canada took part in the troubles in South Africa, it was done by a force which volunteered specially for the purpose and made a special contract for that purpose. I do not see very well how any responsibility could be undertaken to supply any force for any other purpose without an amendment in the law. Further, there is a provision within the law of Canada that if it is desirable to contribute a force to Imperial defence abroad, Parliament shall be called together, the idea being that each case shall be dealt with when it arises.

Now I come more to the concrete part of Mr. Haldane's statement, particularly to the most important proposal, the resolution which we have before us, with reference to the establishment of the General Staff. I would like to know exactly, if I could, whether it is intended that the General Staff which is responsible to the Home Government and to the Army Council and the Secretary of State for War, is to be linked in with General Staffs in the different parts of the Empire, or whether this central General Staff is to have independent authority throughout the Empire and in the different Dominions.

Mr. HALDANE: Not independent authority. It would be a training school which would send out and lend out experts. Members of your local General Staff might also be members of the Imperial General Staff.

Sir FREDERICK BORDEN: It seems to me that that is a most important consideration. I would certainly favour it strongly, and as you have said, Mr. Haldane, Canada has already established a

General Staff in embryo, and we hope to develop it. We recognise the absolute necessity for the existence of such a body, but it really seems to me we should have our own General Staff responsible to the Canadian Government—and in the same way all the other Dominions—which might, as you suggested, I think, exchange officers with your staff; but I scarcely think it would do to have officers in the different Dominions who were responsible in the first place to Secretary of State for War here.

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Mr. HALDANE: The Imperial General Staff for this purpose is a purely advisory body.

Sir FREDERICK BORDEN: So long as that is understood I would concur in that view, and I am very strongly indeed in favour of the idea of exchange of officers. I think we should do that, and we are doing it between the different departments of the various services of this country and the Dominion. I think, however, it is absolutely necessary that that point should be thoroughly established, because I can see difficulties in the way of an officer, for instance, in Canada considering himself to be in a position to advise, whether directly or indirectly, the War Office, without responsibility to the Minister who has charge of such matters in Canada and without responsibility to the principal military authority there. I do not wish to elaborate that point any further, but I am glad to know that you entirely concur in that view.

Mr. HALDANE: Certainly, and a memorandum will be drawn up by Sir Neville Lyttelton which will be submitted to you making that perfectly clear in detail, if we agree to carry this resolution into effect.

Sir FREDERICK BORDEN: I will not detain the Conference by going into detail. I have read the paper proposed by the Army Council for discussion, and so far as a layman is able to express an opinion, it seems to me to be an admirable paper and one in which I thoroughly concur. There are, however, one or two points which I would like to mention, and one is in connection with the very first paragraph, where it is laid down that the fundamental principle of the maintenance of the Empire rests primarily on supremacy at sea. We must agree in that view, and in that connection I would like to submit the advisability—the necessity, perhaps—for the establishment in the different Dominions of factories, which will be able to manufacture arms, for instance, and guns and ammunition, and so on, which would render those communities safer in the event of the misfortune occurring of the sea control being temporarily lost. I noticed in one of the other papers submitted some reference to the necessity for having the different parts of the Empire—the forces of the different parts of the Empire—armed with the same weapon, or at any rate with a weapon using the same amunition. In Canada we have encouraged the establishment of a rifle factory, which produces rifles firing ·303 ammunition, although the rifle differs somewhat in mechanism. I would like to say here that I did my best to induce one of the factories in England to establish a branch in Canada some years ago to manufacture the Lee-Enfield rifle, but failed. I had to do the next best thing, that is to get someone who was willing to establish a factory, and that has been done, and we hope, although there has been some difficulty, that a very good rifle will be issued, and, in fact, it is now being issued to the troops. It seems to me, although nothing has been said about that in this very important

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paper, that that is a matter worth bringing to the attention of this Conference, and that encouragement should be given to the different Colonies to bring about the establishment not only of small arms factories but of factories which would manufacture ordnance as well.

With regard to one other matter which, as Mr. Haldane said, is a matter of minor importance, that of purchasing through the War Office such military stores as may be required, in the very connection which I have just mentioned I would like to say that in 1900 Canada wanted to purchase a considerable number of rifles here. I think I wanted to purchase 15,000 rifles. I found it impossible to secure a single rifle. After a time I was offered some 5,000 if I would wait long enough. That is a condition of things which may arise—we hope it will not—at any moment, and that is another argument in favour of having an independent source of supply within the Dominions themselves. It is also a reason why we should not be tied up absolutely to purchase either from the War Office or through the War Office. I agree that so far as possible it should be done. I agree absolutely that we should purchase the same type of guns, and guns that will use the same ammunition. So far as Canada is concerned, we made a contract some years ago with Vickers, Sons and Maxim for the new artillery gun, and I believe the first delivery of those guns was made to Canada, but we were very careful to impose the condition that the guns must be in every detail first accepted by the War Office, and that the price we should pay should be the price paid by the War Office. I cannot see that there is any disagreeable competition in that. It has been suggested—perhaps not in those papers— that we are competing really with the War Office in giving an order of that kind. There can be no competition when we lay down as a very first principle that the price is to be the War Office price, and also that the gun shall be precisely the same gun. Those are perhaps matters of detail, but I thought it only fair that I should make a statement as to what has actually happened in that respect.

Now, in conclusion, I have only to say that I am sure there is, so far as the Canadian people, and so far as the Canadian Militia are concerned—and this will apply to all the military units of the Dominion—only one desire, that is, to prepare in every possible way for the full protection of our own territory. We have shown, by relieving the War Office of the responsibility for the maintenance of Halifax and Esquimalt, how far we are willing to go, and I think we showed a few years ago, in the contingents that were sent to South Africa, what the spirit is that animates the people of Canada when the Empire seemed for a time to be in peril. I only wish to add that I believe thoroughly in the idea suggested here as to the adoption of uniform organisation throughout the different parts of the Empire. There can be no difficulty whatever as to that. We in Canada have so organised our militia system from top to bottom, so far as we could do it. In the main we have adopted the principle that it is absolutely desirable that we should follow the lead of the War Office in all matters of organisation, provided you do not change too frequently here, so that we cannot keep up with you. There can be no difficulty in doing that, and it is certainly a desirable thing to do. I believe thoroughly in the exchange of officers. I absolutely concur in the ideas expressed as to the education of officers. We are very glad indeed that the War Office here is giving us certain facilities in the matter of educating our officers which we are trying to take the

full advantage of. Altogether, I think that matters are working very harmoniously, and I see no reason in the world why a great deal might not be accomplished in the way of preparing for any supreme struggle which might take place—which we hope will not take place, but which may take place—in the matter of keeping in close touch with the organisation here in England, and in the matter of exchange of officers, and of bringing about a better understanding between officers and military affairs in the different Dominions and the central organisation here in the British Islands.

Mr. DEAKIN: My Lord, and Mr. Haldane, it is true that I have not seen one of the papers laid before us this morning, but have no doubt that has not been due to any omission on the part of your officers. Owing to the circumstances under which we are assembled, I have already had occasion to mention casually that on arrival we were overwhelmed with a mass of printed information, the value and extent of which I have already acknowledged, but which, under the circumstances of pressure which prevail, are really, though in our possession, beyond our reach; so much so, that, occupied as one has been with the question immediately preceding this, I was not even aware of the existence of these valuable papers. The mere glance I have been able to give to them discovers that they are indeed most useful possessions of this Conference. These will take a high place, I believe, among the sources of knowledge which, after this Conference, will be placed at the disposal of the public of this country, and particularly before the public of our own countries, where I am sure the study of these papers will be of the greatest value to us all. Then we have been indebted to the masterly and luminous exposition of the principles of military defence, which we have had the privilege of hearing from the Right Honourable the Secretary for War. I trust that my colleagues on the Conference will not shudder if I venture to suggest that the sooner that statement gets in full to the public of the Empire the better. Unless there be some reason, not apparent to me, I do not know why it should not at once appear and be communicated to all who are interested in it. That, again, will be a storehouse to which we can refer for the elucidation of many matters. And for my own part, I wish that it would reach every citizen of all our dominions.

It is not necessary, especially after the inquiries and criticisms of our friend the Minister of Defence for the Dominion of Canada, to dwell upon the various points on which it can be suggested that the propositions submitted to us to-day might impinge upon the determinations of the Governments and Legislatures of the Dominions here represented. For my own part I feel no anxiety on that score, because the address which you delivered, Sir, displayed at every point a most distinct appreciation of our susceptibility. You made it perfectly clear that what is laid before us comes in the way of counsel, expert advice, well-matured advice, backed up by knowledge, but simply advice, which it would be well for all our Parliaments to take into consideration. That broad general principle having been established I do not propose to dwell upon it in detail. So far as I follow it, that is not necessary. In particulars, we have the advantage of the comments of the Minister for the Department of Defence of the Dominion of Canada, who is necessarily much more in intimate relation with this matter than either my colleague or myself. We are associated with departments of peace and not of war, and the know-

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ledge that we enjoy is that which is general to all members of the Cabinet. Still, I have been sufficiently informed by my colleagues through their advisers to be able to appreciate the fact that you have covered the whole ground upon this question. Besides that you have touched upon some matters which it is our desire to have specially considered. So far as I am able to judge, the proposition for the future use of the General Staff is one of as much importance as it is of obvious magnitude. The General Staff is supposed to be the brain of the Army. Any proposition which would extend its activities or permit us to share them, would be heartily welcomed in the Commonwealth. A General Staff, such as we possess, naturally occupies itself with those problems which are peculiar to Australia and its very special situation. At the same time we quite realise that any situation, however special, requires to be dealt with in the light of certain general principles, and particularly of the latest developments of martial methods and organisation, and consequently I anticipate nothing but great advantage to us from any association with the General Staff. That will arise in a variety of ways under other proposals which have been brought forward. In the list of subjects laid before us the General Staff is properly put first, and really the particular questions afterwards suggested, are, many of them, to be dealt with, if not by the General Staff, at all events in the light of its studies. Passing then to them, we find the first matter submitted is our adoption of similar armaments, and that is, I think, fully recognisable even by a layman as one of the essentials of effective imperial defence. We say yes to that proposal, so far as it can be carried out, without the slightest hesitation.

Next, apparently a little out of its logical order, comes the proposal for an interchange of units, which in our case appears almost impracticable. The great distance which separates us not only from this country but from any other dominion in which such an exchange would be proposed, is one obvious obstacle, but a greater obstacle is that our force of permanent men is relatively small; it consists of well-trained experts whom we should be loth to part with, and a unit in that sense we could hardly spare even if its position was endeavoured to be taken by an equally competent unit abroad. We have no possible objection to urge to this proposition except in our own case the question of its practicability, that is as to the unit. As to the interchange of officers, I am specially asked by my colleague the Minister of Defence of the Commonwealth to press for an extension of that principle. We at present enjoy the privilege of exchanging with Canada and with India and with yourselves, single officers, sending to you and you sending to us. We find that in every way a useful practice, but we desire to carry it out on a larger scale, that is larger for us because ours must be on a small scale as I need not remind you. The proposal which you have made with reference to the exchange of officers representing our General Staff and those of the General Staff of this country, exactly fits in with another request which we intended to prefer. This was that officers of higher standing than those which have hitherto been exchanged should be exchanged. It has been pressed upon me by my colleague that, if possible, these officers should not simply be attached to other men in this country of the same rank who are doing the work. We wish, if possible, that our men should be put to do the work; they may fail or they may do it imperfectly and that will have to be provided against, but we believe that without the actual pressure of active responsibility

upon them you will not test their capacity and they will not learn the limits of their own knowledge. In the matter of interchange, I think you will find the most cordial approbation of your proposition from the Commonwealth and its Defence Department.

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There is a question to which you have not referred, a minor question, but which arises in that connection with regard to the relative rank of officers in the forces of the Outer Empire and the forces of the Inner Empire. On this we hope to have the advantage of your counsel. As to the establishment of military schools, in that respect as in others, we are envious of the advance of our friends in Canada, and recognise that the course they have taken is one dictated by sound policy and experience. Our own difficulty is that the establishment of a true military college implies a minimum number of regular students year by year, whom at present we hardly see our way to obtain, because of the want of adequate opportunities for such a number afterwards within our own forces. We appreciate the high class training which is obtainable in this country. It is more up-to-date than we could expect to be, but at the same time our circumstances are special. Take first of all the task of self-defence which is touched upon in that very valuable memorandum. The defence of Australia means operations at such distances relatively to those of the United Kingdom, such enormous distances among a population, except upon the coast, so sparse, with difficulties of transport, transit and concentration, all of them so absolutely altered by scale and circumstance from those of this country that, for the purposes of our own operations within the Commonwealth, the training of your colleges would require to be supplemented by practical training of our own. That raises particular issues upon which it would not be proper to detain you now, but it is perhaps as well to mention some of them. The need of adaptation is especially manifest in a democratic country such as ours, in which the officers are chosen from all classes, in which eighty-nine one-hundredths of them, like ninety-nine one-hundredths of our citizen forces, are composed of men who earn their own livelihoods by other callings. They devote their spare hours to defence purposes, and that earnestly, as well as most generously, becoming more effective in fact than they might appear to be, judging them merely by the tests of military parades. In Australia we have been rather subject to mockery because we have followed so closely some methods of the Imperial forces. As fast as they Germanised we Germanised, until some military experts have criticised us for failing to adapt our drill and operations to the country in which our men will require to act, dwelling too much upon getting them upon parade in exact line, at the exact angle, with the proper cap and belt. I admit that probably we are open to some of these criticisms, but are beginning to realise that there must be a greater amount of adaptation to our particular circumstances.

The question of military education generally is serious. We see our way to what those who advise us on these matters tell us is a sufficient military training for the men, with little alteration in our present system, mainly because none of our men are pressed men, all are volunteers, who join because they have an enthusiasm for the work. The consequence is that many of our commanders, men of experience, tell us that they find with our men a rapidity of progress, a readiness to submit to discipline and a promptness in acquiring technical knowledge which they are not accustomed to find elsewhere. That is because every man takes a pride in his task and throws him-

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self into it, because it is his chosen pursuit in addition to his ordinary labours. But while we feel hopeful about our men, we see that our weakness lies in the officering of such men. We recognize what you have wisely said that the most essential need of the Army now-a-days is of the up-to-date, intelligent, self-dependent military officer with a capable knowledge of his business and yet not a slave to the rules and theories of the study. Any advice upon that head we shall be most willing and ready to hear, because we recognise that this is the direction in which we most need to improve.

The other point upon which Sir Frederick Borden with whom we quite sympathise dwelt, is the wisdom of our making provision to supply our own needs in times of emergency. I am happy to find, from my hurried glance, that the paper headed "Patterns and Provision of Equipment and Stores for Colonial forces," states in paragraph 6 that the Quartermaster-General and the Master General of the Ordnance recommend that: "It is most desirable that the area "of supply of the warlike stores under reference should be as wide "as possible, and, therefore, the Colonial Governments should be "urged to arrange for local manufacture and provision rather than "to rely on the resources of the United Kingdom."

Sir FREDERICK BORDEN: I had overlooked that, sir.

Mr. DEAKIN: That recommendation exactly supplies what Sir Frederick Borden was desirous of securing, and also supplies what we feel in our remote position to be still more urgent. Our friends, Sir Wilfrid and Sir Frederick, in contrast with us, reside in the centre of modern civilisation with highly equipped nations all round them; by rapid communication they are kept in a few days in touch with all. Our position at the other side of the globe, surrounded by alien races to whom we cannot look for aid or assistance in this matter, or indeed in any other, and far from any sources of supply of arms and material of war is very different, and we feel its urgency. We have an ammunition factory already in Melbourne, but although that meets our demand for small arms ammunition, we do not obtain a satisfactory cordite supply. We have now under review, and intend to propose to our Parliament, such an extension of our local production as shall enable us to cope with future demands some years ahead. We have an ammunition reserve, but in addition propose to cope with our demand by factories of our own. I propose at an early date to ask your colleague, the First Lord of the Admiralty, whether it will not be possible for us, with advantage to the Admiralty, and with advantage to ourselves, to enlarge any ammunition factories which we may be able to establish so as to afford the Admiralty some of the munitions it will need in time of war. Needless to say, if we are cut off from sources of supply the ships of the squadron in those seas are cut off also. If they are employing their ammunition, as it is to be hoped they would be most effectively on any hostile ships with which they have to deal, the question of re-supplying their stores, without a visit to a very remote base, would of course be a very considerable matter for them. It would be an important matter for us if we can lease or establish a factory on such a scale that its output in any given year may be sufficiently large to make us independent of any of the reasonable requirements of war. That is to say, our factories to be reliable must be of a certain power. We can have a factory for ourselves, but it must be on such a scale that in time of war its complete output might prove utterly insufficient.

If, however, we are able to supply your naval requirements, or some of them, at your own rates, that is to say, the rates you would otherwise pay, making a fair allowance for any differences, that would be of great advantage to us. We do not want to make any business profit out of it, but we desire to have a factory always at work and on such a scale that when the time of war arrived it might readily be enlarged to meet even war necessities.

As regards the arms, Sir Frederick Borden has anticipated all that it is necessary to say. We have been driven to do business with private suppliers simply because the War Office could not supply us. Whenever we wanted arms the War Office wanted them most, and they had them first.

Mr. HALDANE: I think that was during the war, Mr. Deakin. I may say that just now we shall be only too glad to execute orders for any number.

Mr. DEAKIN: Exactly, you are always ready to execute orders when neither of us is under pressure. That is what has driven us outside. We know the value of the War Office criticism, but we also know that the War Office looks after itself before it looks after us, and when it is eager for arms or ammunition we have to wait. Any arrangement which can overcome that and put us on a basis that for any reasonable demand we should be entitled to a certain proportion of your output of anything we do not make for ourselves, would be a great improvement. Just as you wish to know in advance what support you may expect from each part of the Empire, each part of the Empire is entitled to know what support in the way of arms and material it is entitled to expect from you in emergency.

Mr. HALDANE: I think we can do business on that basis.

Mr. DEAKIN: I hope so. I may say we do not take a narrow view of our military obligations or their development. The movement the public with us are taking to most kindly, and which has most promise in connection with our military strength, is the Cadet movement. We hope to have at least 30,000 cadets next year under training without counting those who have already passed through, and my colleague, who is sanguine, thinks we shall have 40,000 or 50,000 in a short time. They get a fair training with handy little rifles amongst others the Westley-Richards, which is in favour. We had tenders a little while ago in which a Belgian firm who make a specialty of such rifles offered to supply these Westley-Richards at about 37*s.* or 37*s.* 6*d.*, whereas from Great Britain they wanted 39*s.* We took the 39*s.* weapon without a moment's hesitation. That was to help British industry to turn out British weapons for British men. Although we have no complaint against Belgian workmen, it is not our business to encourage their factories when we can help factories for the manufacture of small arms here. We do not take a biassed view, but where we cannot supply our own needs we do desire to support the factories of this country.

The training of cadets, of course, is a matter which will tell more in the future than in the present. We are passing them through now at the rate of some 16,000 a year. In our largest State, New South Wales, my colleague reminds me that they have been passing them through at that rate for a number of years. The consequence is that in a rudimentary knowledge of drill, getting them well set up, used to simple formations, and handling the rifle, they do very well. Rifle-shooting is rather a national pastime with us; it is favoured every-

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where. I have had made, and shall be glad to hand in three maps, one showing that in every quarter of Australia there are rifle-clubs in active practice—from the extreme north at Thursday Island to the extreme south, Hobart in Tasmania, and to the extreme west in Perth. Wherever there is a settlement there is a rifle-club or there is going to be a rifle-club, and although we have not yet associated that movement with formal drill the desire to have rifle practice and be a good shot being strong, we have great anticipations. I will show you on another map that wherever there is a settlement, and almost wherever there is a school, there is to be a cadet corps in active operation. There is some kind of drill in every school. I will show you another map which exhibits every detachment of our forces, whether it is Artillery, Mounted Infantry, Infantry, or permanent forces, in different colours. You have only to look at the map to see in an instant what and where our forces are.

The question of patterns, the question of purchase of material, and the Military College having been touched on, the only matter remaining is a permissible parallel between the General Staff and the Committee of Imperial Defence in respect of which a Memorandum is laid before us. I am happy to know that you have complied with the request we have made, to be somewhat more practically associated with this Committee, just as we desire a practical association with the General Staff. I find that your Imperial Defence Committee bears an analogy to this Conference itself, except that we are represented politically. Both are devised to facilitate common discussion and agreement, to advise in the case of questions of local or general concern which may be referred to us, and to bring experts into direct touch. Both are purely consultative bodies having no executive powers or administrative functions when national and colonial questions are discussed. We have already enjoyed the benefit of the advice of this Committee, generously given when it was asked by our Government in 1905, and we have now gained the further advantage of permission to send a representative to it when any questions we submit are to be dealt with. I would like to add that as this is the Committee of Imperial Defence, covering both military and naval affairs, we shall hope to be represented there occasionally. Although it is easy to put a question, it is not always easy to put it without undue prolixity in indicating precisely where our difficulties lie. We obtained a valuable report from the Committee of Imperial Defence, but it did not answer a number of queries in which we were specially interested, and which we hoped to receive advice upon. Now that we have permission to have a representative enabled to attend that consultative committee, we shall be able to point out just where our difficulties lie. Your reply would not be as the last was, most admirably drafted from a general point of view, without meeting some of our particular difficulties at that time.

In conclusion let me once more say that your broad-minded view of Imperial possibilities in the way of military defence, and the way they can be utilised, is not only of the highest interest to us, but I can assure you will be practically reviewed in relation to our own circumstances with the warmest possible desire to co-operate with your office in the great projects you have clearly outlined to-day.

Sir JOSEPH WARD: My Lord, the value of the meeting of the Ministers from the self-governing countries will be enormously enhanced as the outcome of the discussion and the information which

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has been afforded to us to-day in regard to the defence of the Empire. I wish to say on behalf of the country I represent that I look upon it as of very great importance to have heard the views of His Majesty's Ministers of the United Kingdom upon this great question of the defence of the Empire. I have read some of the papers—not all of them—very closely, that have been furnished by your staff and I endorse the sentiment already expressed that they will be most valuable, although some of them are of a confidential character, for the information of Parliament as well as for the guidance of the administration that it is my privilege to represent here.

I would like to say I clearly understood from the observations of Mr. Haldane that what is suggested by him is in the direction of suggestion and not anything binding on the part of the Colonies. What they may do will be of their voluntary act or of their voluntary co-operation and assistance in the direction of assisting and bringing about a general scheme that would be of advantage to the Empire as a whole. I am not going to take up the time of the Conference at any great length. I want to say that the aspect upon one point put forward by the Minister of Defence of the Dominion of Canada, as to the powers of his country to incur responsibilities outside of his own Dominion, apply with equal force to New Zealand. We are responsible for the expenditure incurred for the protection of our own country. Our people in the past have shown their readiness and will do so upon every occasion in the future, I have no doubt whatever, to adopt flexible conditions to meet extraordinary circumstances should they arise. Upon some of the points referred to as to the obligations upon the Colony, my colleagues in New Zealand, and Parliament itself, will, I am confident, ratify and would undertake them in order to bring about a stronger and a better system for the general defence of the Empire. I do not purpose to go into details regarding the several suggestions. Reading them as a layman, though holding the position of Minister of Defence of our country the proposals in the Memorandum signed by General Lyttelton are very valuable, and, generally speaking, those strategical conditions from the military point of view, our Colony would, I think, endorse. It is made very clear that it is the opinion of the General Staff, not the opinion of the Government of the United Kingdom. So far as trying to bring about uniformity from the expert point of view, I think the Council of Defence which we have established in New Zealand upon lines similar to that of the Old World, would be very glad to co-operate with the military advisers of the British Government, who have in this Memorandum given most valuable suggestions. The possibility of assimilating War organisation throughout the Empire is a high and worthy ideal to aim for. It is of the first consequence to Britain itself to have a thorough organisation within its own borders as it is throughout the Empire for the purpose of maintaining its own position and that of its outlying possessions. We would be only too glad to co-operate in order to bring about that assimilation of organisation throughout the Empire.

In reference to the desirability of having uniformity in patterns and provision of equipment and stores for Colonial forces, generally speaking I concur with the reservation which is made in No. 6, which I think Mr. Deakin quoted from that Memorandum, where it is suggested that war stores and materials should be obtained if possible through the War Office so long as it is recognised that we have the right, if we go for the same quality of ammunition, to make it in our

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own country—with that reservation I cordially endorse the sentiments expressed in respect to that. We already make a large quantity of ammunition in our own Colony for our own use, and we are likely to extend it. The suggestion contained in some of these Memoranda as to our using the same class of arms and ammunition is highly important in view of any contingency that may arise in the future calling for common action outside of our own country, when we may require in an emergency to send our own men and our own arms to another country for the purpose of common defence to fight an enemy.

I would like very much to say that upon this question of the interchange of units and officers I hold a most pronounced opinion. Unlike my friend Mr. Deakin, I think that New Zealand could arrange for interchange of units. We have the Volunteer system there; we have for years had all the ordinary organisations referred to by Mr. Deakin in the matter of cadets and rifle ranges, and these are being excluded for private citizens all over the country. In connection with our Volunteer system, the only trouble we have is to keep the numbers down. All over our country we have the very best class of men offering to join our Volunteer corps. They are encouraged by men in every responsible position you can name in the country. Our captains of industry, our kings of commerce, the members of the Administration of the day, and the officials connected with our important State departments and the rank and file of these departments realise that it is upon the popular basis of a Volunteer system that we have to provide for the internal defence of our country, and in the event of trouble arising they are our source of internal defence, and we encourage it in every possible way. Now I have no doubt in my own mind that if there were—perhaps not in an extensive way in the first instance—an interchange of units of volunteers from both parts of the world, I do not say with the militia, because we have no militia in New Zealand, but if there was an interchange of units, as between the Old Country and ourselves, I have no hesitation whatever in saying that we would be able to get from time to time a body of men, not from any one particular part of the colony, but selected from various portions of it, with the instruction and the information upon detail so essential in times of trouble so that they may come back, and by permeating the country, so to speak, be able to inspire and infuse into others something of the enthusiasm you are trying to inspire in the Old World, and it brings about a feeling that the interchange of individuals amongst the rank and file tends certainly to a desire for unity and a desire for co-operation, and that that is not to be confined to the officers only.

Mr. DEAKIN: What about their livelihoods?

Sir JOSEPH WARD: I was just going to touch upon that. For my part I should be prepared, and I am quite satisfied my colleagues would, to see that a Volunteer company coming to the Old Country for the purpose of the interchange of practice and ideas, should be paid reasonably to enable them to do so, and the same system might with advantage apply in England itself. We need not aim at doing it on an extensive scale, but my belief is that it would be worth trying with the idea of bringing about that mutuality expressed in these important papers. The desire voiced by the Secretary of State for War to-day to try to have co-operation for the purpose of defending the Empire in times of trouble or stress is well worth working for.

Mr. DEAKIN: That does not put them back in their old employ-

ments; you pay them while they are away, but when they come home their places are taken by other men unless you make some extraordinary provision for it. Fourth Day. 20th April, 1907.

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Sir JOSEPH WARD: That is so, but the same thing applied during the time of the South African War in all our countries; we had many men giving up their ordinary occupations and going out to fight.

Mr. DEAKIN: Many of them suffered for it afterwards, too.

Sir JOSEPH WARD: No doubt that is one of the difficulties that unfortunately are inseparable from the troubles of war, and I do not quite know how you could, in the event of Volunteers occupying a position of complete dependence in the country who would desire to come here for instruction, arrange for the continuance of their appointments in their own country until they returned. That to a large extent would have to be a matter for them to consider.

Regarding the interchange of officers, the suggestion of Mr. Haldane upon that is a most valuable one. We are doing it now to some extent at the invitation of the War Office; we are sending some of our officers now from time to time here for purposes of instruction, but if they were to provide now, which I understood to be referred to by Mr. Haldane, for allowing responsible officers from here to go out paid by the Imperial Authorities to take the place of the responsible officers we have in our country paid by us, so that in the interval the void created by the despatch of our officers to the old country would be filled by the men from here, both countries paying their officers, that is, that we paid ours and you paid yours, the purposes of information and instruction of officers and, in my opinion, it would be most valuable indeed. Up to now we have really had nothing of the kind. It seems to me that if we could have Imperial officers coming out to our country and our Colonial officers coming home here, each temporarily filling the position vacated by the other, it would, without additional cost to our respective Administrations, enable the changing of these officers to be going on for all time I should say, until that splendid scheme which is in all our minds of a common system of organisation with a view to having, in time of trouble, uniformity in all respects and consequently greater efficiency. A highly educated Empire staff from all standpoints is desirable. I should most heartily support that from the standpoint of New Zealand.

This Resolution which I have read carefully, while not expressing anything binding upon our respective countries, and which may require to be altered in some respects, would be a good thing for us, as the representatives of our respective countries, to affirm. It would show at all events that this Conference of responsible men meeting here "without" (as the Resolution itself expresses it) "wishing to "commit to immediate action any of the Governments represented, "recognises and affirms the need of developing throughout the Em- "pire the conception of a General Staff recruited from the forces of "the Empire as a whole." I am quite prepared to support a resolution of that kind. It does not take away from us the all-necessitous requirements of our own staffs being responsible to their own Governments, of the control of our own staffs. It does express a desire that we should recognise and affirm the need throughout the Empire of having a General Staff recruited from the forces of the Empire as a whole, and for my part I most cordially support that. Sir Frederick

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Borden has well expressed upon some material points the views that his Government entertain in the matter of protecting their position. Naturally we all require to do the same, and in conclusion I wish to say I am exceedingly glad of the opportunity of having heard from the Secretary of State for War his views upon this matter, and I hope the publicity Mr. Deakin has suggested can be done. I do not know whether we are to regard matters relating to defence as confidential. Some of the matters we are dealing with necessarily should be confidential, but if upon such points as we are discussing here we could give out (I am referring to anything I am saying myself, of course) such portions or all of the speech of the Secretary of State for War, educationally it would be valuable to the people in our country, certainly. The expression of opinion of a gentleman occupying a position of such grave responsibility as the Secretary of State for War will be of intense interest to the public of the self-governing Colonies. If the principle of what is given out in a debate in the House of Commons could be applied in this instance it would do good, but how far the confidential can be removed from the discussion which has taken place I am not quite prepared at the moment to say. I am animated, as I am sure every one of us is here, with the desire to see the system made as valuable as possible for the Old and the New Worlds, and without giving away any portion of it to those who want to know what we are doing, other than is absolutely necessary.

I wish again to express my personal appreciation of the information furnished to us and of the value of this contained in the official reports submitted. I believe a great deal of good will come, and the great organisation which the responsible authorities here are trying to bring about will be hastened forward. Speaking on behalf of my country, I am only too glad to assist my colleagues representing the other countries in improving as far as we possibly can.

Dr. JAMESON: I would ask my colleague, Dr. Smartt, who is specially qualified to deal with this subject, to speak upon it on behalf of our Government.

Dr. SMARTT: Lord Elgin, I am not desirous of unnecessarily taking up the time of the Conference, but while not, as yet, having had an opportunity of reading the Defence papers—which only came into my hands this morning—I should like to express to Mr. Haldane how much we are indebted to him for the able and lucid manner in which he has brought this matter forward, because it makes us realise that the Secretary of State for War and his technical and scientific advisers are prepared to profit from the experience of the past, and to do the best they possibly can to allow us to meet any contingencies that may possibly arise to the detriment of the Empire in the future.

So far as the Cape is concerned, I think we thoroughly endorse everything that has been said by the Secretary of State for War with regard to the General Staff and the interchange of officers. As the Secretary of State knows, some short time ago a conference was held between the various Colonies in South Africa, under the presidency of the High Commissioner. There the obligations which rest upon the individual Colonies, not alone to provide for their own local defence, but also to provide for the defence of the whole of South Africa, were fully recognised. A tentative arrangement was come to—naturally subject to the approval of the various Parliaments—whereby certain of our forces would be interchangeable in the event

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of any local emergency; and the principle was also recognised, and will naturally have to be accepted, or otherwise, by the various South African Governments. A point upon which I am extremely anxious to hear the opinion of my friend General Botha, is as to whether we should not disband and re-enrol our permanent forces on the understanding that they would be under obligations not alone to serve anywhere in South Africa, but, in an emergency—and with the consent of the Governments concerned—anywhere the Empire might require. I believe the feeling of the people of Cape Colony, and I hope the feeling of the general population of South Africa, will be favourable to such a proposition; and I think if that principle were accepted by the other Colonies, it would be the first nucleus of a real Imperial Army. So far as our permanent forces are concerned (I speak more of the Cape Police and the C.M.R.) I am perfectly certain that practically all of them would be prepared to be re-enrolled upon that basis, that is to say that they would be liable to be called upon for service in any part of the world where they might be required.

So far as our Naval defences are concerned, we have been only too anxious to see if we could do anything to improve those defences, and I trust that the result of the consultation we will have the opportunity of having with the Admiralty before we return to the Cape will be that, on behalf of South Africa, and certainly on behalf of the two maritime Colonies of South Africa, some arrangement will be come to with the Admiralty whereby we will, on the same basis as I have suggested with regard to the Military forces, enrol, under an Act of Parliament, a force of Royal Naval Volunteer Reserves who will bind themselves in time of war not only to serve within territorial waters, but to serve in any part of the world in which the British Admiralty may require their services; because I feel strongly that it is not the contributions which we give to the Imperial Government (which, after all, are only a drop in the ocean) that are important, but that the great contribution we should give is *personnel* trained as efficiently as possible in order to make up the waste of war should any great difficulty arise.

It is hardly necessary for me to say any more, because I think this Resolution will be accepted by the Conference. I only wish the Resolution was worded a little more strongly, and—perhaps the Secretary of State for War may think it over—that it contained an expression of the opinion of this Conference that a certain portion of the forces of all the Colonies or Dominions beyond the Seas should be enrolled upon the basis that, with the consent of their Governments, their services would be available wherever required.

I may also, perhaps, Lord Elgin, as it is of such great importance, accentuate what has been so ably said by Mr. Deakin and by Sir Joseph Ward, that I do not think there is anything in the statement of the Secretary of State for War which should necessarily be withheld from publication. So far as the Empire is concerned, I am sure it will do a great deal of good; and I do not think, so far as foreign nations are concerned, that anybody can take exception to it. If they did take any exception to it, it would only be to assure them that, so far as the British Empire is concerned, it is determined to maintain and uphold its own interests in every part of the world, and that is not a position which any foreign nation could possibly take exception to. I therefore trust that the Secretary of State for War will consent to make public this most valuable statement which he has been good enough to lay before the Conference.

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Mr. F. R. MOOR: My Lord, I have to thank the Government for having put before us so clearly and lucidly the views that are held here with regard to some organised system for common Imperial defence, and the resolution that is placed before us is one which I can give my sincere support to. I agree with the views that have been expressed by the previous speakers that, by having a common system, such as is indicated here, on these broad principles, that is one that can only lead to good.

The interchange of Staff officers, as indicated here, is one that will undoubtedly be of great advantage to the Colonies in the direction of keeping the Colonies duly informed and educated up to the latest standards of military thought and science. I feel sure that, as regards South Africa, our final military organisation with regard to that very important possession is still in the lap of the gods, inasmuch as we are not yet a federated country, but we all do realise that we have a common duty first in providing for an efficient local defence, and eventually in giving as much assistance as we possibly can to the Empire; but we do feel, Sir, that to carry this out efficiently it can only come about when we have obtained what we all hope will be in the near future—a Federated Sub-Continent.

We feel, Sir, that in that part of the world we are especially bound to take the gravest notice of our military efficiency. We not only hold a most unique position as regards the Empire in the event of a general war, being in such a very important position with regard to all the important trade routes, which is the imperial aspect, but we also have a very unique position as regards our local environments with respect to the large native population, that it is our duty and our burden to govern and control. Having all these heavy obligations upon us we feel that it is only by a common purpose that we can carry out efficiently the conditions of the defence that will be satisfactory to ourselves in the first instance, and also, I trust, to the Home Government when our organisations are complete.

Speaking for the Colony I represent, I believe there, Sir, we are more or less in advance of any of the other British Colonies in the Empire. We have there a compulsory system as regards our Militia, and during the late disturbance with our natives we did find that this system of ours was fairly effective. There is no doubt it will have to be amended in some directions, but on the whole, Sir, it has worked well. We have also a very complete cadet system there in connection with all our Public Schools. All our young people have to go through a military training at these schools, not only in drilling and more or less discipline, but by annual encampments and efficiency in rifle practice. This movement is very popular among the young people, and to my mind is in the direction of the solution of that recognition by every citizen that in the hour of peril, whether it be in the Colonies or whether it be in the United Kingdom, every man should do his duty with regard to the defence of his country. We are training these young people and I think the fact of their being trained at this early age imbues them with a feeling that they do owe a duty to their country and also to the Empire.

Sir, I thank you for the broad lines on which you have put this very great question before us, and I feel that your views will have great weight with the people I represent, and I believe that your views will have great effect on the Conference we are now attending in the direction of promoting unity with regard to our common defence.

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General BOTHA: I should just like to say a few words and to thank the Minister for War very heartily for the valuable information he has imparted to us. The position that we have got to take up to-day and to discuss is that of organisation of defence. If the Empire is to expand still more, this is one of the important factors in its expansion. We, in the Transvaal, are to-day in a difficult position. We are sitting there entirely without any means of defence, and if, for instance, the British Government were to remove the troops from there, our position would be hazardous. I have discussed the matter with Dr. Jameson and Mr. Moor, and my idea is that, if as yet we cannot bring about a general federation of South Africa we should at any rate attempt to federate on this question of defence. If we succeed in doing this, I think it will be a very effective way of aiding the Empire. I am not quite satisfied as to the exact binding effect of this proposed Resolution, and I should like to consider it further. What would be its exact effect is not quite clear to me. That is all I have to say.

Mr. HALDANE: I do not know really that I need take up the time of the Conference by replying, except in a few sentences. It is to me personally deeply gratifying to find that to so very great an extent we have all been thinking upon the same lines. It seems to me that this Conference is very much of a common mind about the broad principles which underlie this matter, but there are, of course, questions of difficulty. Dr. Smartt has raised a very important point as to whether it would not be possible for each of the self-governing Dominions of the Crown to raise a special contingent as I may call it, for service in the defence of the Empire. That would practically put that contingent into the first line, leaving the second line to be organised out of all the local forces. Well, of course one sees a great many problems that may arise at once as regards that, although it would be a most valuable thing if it could be carried out. One sees the difficulty—to whom would that force be responsible? Who would have power to call it out on the outbreak of war, and so on? Would it be a volunteer force or would it be a force which undertook the same kind of responsibility as the first line itself, namely to obey the directions of the Commander-in-Chief, whoever he may be, who was nominated to the supreme command of the war? Those are not insuperable difficulties by any means and I merely mention them to show that that is probably a point upon which this Conference cannot come to a detailed or definite conclusion without going into matters.

Dr. SMARTT: If I may say so, Mr. Haldane, I had considered that point and that was not my difficulty. The difficulty was that, say, in Cape Colony, we have our Volunteer Forces and what we call our Cape Police and Cape Mounted Rifles. Under existing conditions, none of these forces can be called upon to serve outside certain areas. My idea was that certain of those forces should be disbanded (or whatever is the proper military term) and re-enrolled, so that the men could, with the consent and control of the country, be sent to any part of the world if circumstances required them, because, under existing conditions, if the people of the Colony desired that the services of these permanent Cape forces should be utilised, without special enrolment they could not be sent away without their special consent—which, though it would be readily given, would naturally cause delay. It was exactly the problem to which I think

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the Canadian Minister for War referred with regard to the contingents they sent to South Africa; viz.:—that they had really to get the consent of the men; there was no possibility of sending them, even with the desire of the Government and Parliament, owing to the character of their enrolment.

Sir JOSEPH WARD: We are entirely against discrimination of that kind in New Zealand. We would not favour that at all. I should like to say that, Mr. Haldane.

Dr. SMARTT: Do you mean under any circumstances?

Sir JOSEPH WARD: Yes, and for this reason—I would like to make it clear from the New Zealand point of view—we want to have our Volunteer system carried out under a complete organised defence system in New Zealand, without distinction of any kind for over-sea purposes. We are against anything in the nature of a standing army. We have now in existence our Volunteers many of whom are actively engaged in helping to develop the country. We have a very large reserve force of private individuals who are qualified to serve anywhere, and we want to be in the position, in New Zealand, of allowing it to be a voluntary offering from the Government and the individual to fight over-sea when called upon for the Empire, and we know we could get thousands of them, and if we were to attempt to create a first line or company, whatever is suggested, to be always ready for over-sea defence, I think you would create internal dfficulties amongst the ordinary, or rather regular, forces who would willingly and spontaneously go out and fight when the time arises. I believe, with all due deference to my friend Dr. Smartt, that it is far better to let the country as a whole realise, in the event of trouble arising, that we can draw upon our volunteers for wherever we are going to fight, not ear-marking them beforehand. A good system of defence in our own country for use externally when the time arises is the better course to follow. It would entail legislation in our country if anything of the kind were proposed, and our people in time of peace do not want to have paraded a permanent organisation to go outside the country to fight. That is the sort of thing that would deter them to some extent from general action when the time arises. I do sincerely hope at all events that Mr. Haldane will not, so far as New Zealand is concerned, expect us to go upon lines of that kind.

Sir FREDERICK BORDEN: I would like to add a word. This very question was brought up at the Conference five years ago, and discussed thoroughly and disposed of, for that time at least. I, perhaps, cannot put the matter better than I put it then. I will read what I said then: "The suggestion which was made that there should be a "special force known as the Imperial Force for service abroad is one "I cannot subscribe to, because I believe, in the first place, it would "have a derogatory effect on the militia itself. I am quite content, "from what I know of the militia of Canada that, to have a special "force receiving special favours, specially named, specially drilled "and trained, would have an unfavourable effect on the militia at "large. I would propose as an alternative," and so on, and I concluded: "It seems to me that I do not think it is necessary that a "set of men shall be labelled as being set apart for any particular ser-"vice, but that our militia should be made absolutely effective, so that

"when the moment arrives we can take part and assist the Imperial "Army by a voluntary enlistment."

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Military Defence. (Sir F. W. Borden.)

Mr. HALDANE: I am, at the moment, keenly conscious of the difficulty which Sir Joseph Ward and Sir Frederick Borden have raised, because I have just had to face it in framing the scheme of our own second line at home, and perhaps I might read to the Conference the clause in which I came to the conclusion that I had gone to the utmost limit possible with the second line. It makes me think that what Dr. Smartt proposes is really in the nature of a special contribution of the Colony to the first line of Defence, a most valuable thing, but it is outside the strict organisation of a second line force which is mainly what we are discussing here.

Dr. JAMESON: On behalf of the Cape, may I say that, while I quite agree with my colleague (in case there is any idea as to the Cape wanting to press this), this is perhaps one of these advanced ideas we have put forward already; perhaps it is a little too early to bring it forward, but no doubt it may grow and perhaps Dr. Smartt is quite right to throw it out as a consideration to think of for the next Conference on that basis.

Mr. HALDANE: It is one of these things which may well belong to a very immediate future—not far off—but I am now going to read from the Bill which comes up before Parliament for the final stage of the second reading debate on Tuesday. "Any part of the Territorial Force"—which is the second line force, which corresponds to the imperial second line we are discussing—the local forces all round—"shall be liable to serve in any part of the "United Kingdom, but no part of the Territorial Force shall be carried or "ordered to go out of the United Kingdom. Now we have this by way of proviso. "Provided that it shall be lawful for His Majesty, "if he thinks fit to accept the offer of any body of men of the Terri- "torial Force, signifying through their commanding officer, to sub- "ject themselves to the liability (*a*) to serve in any place outside the "United Kingdom; or (*b*) to be called out for actual military ser- "vice for the purpose of defence in such places in the United King- "dom as may be specified in their agreement, whether the Territorial "Force is embodided or not," and it goes on to say if they make the offer, and it is accepted, that offer measures their liability, and nobody is to be compelled to make such an offer, except by his own consent, with the matter carefully explained to him. That was the utmost we felt we could go in the organisation of the second line, and it is in effect the change which was made in our Militia Act towards the end of the Peninsular War. We were driven to rely on the militia towards the end of the Peninsular War, and the substance of this clause was introduced as a modification of our Militia Act. However, I gather that you all in Canada, in Australia, and in New Zealand, are very much in the same position with regard to that. That is very much the measure of what we want to do, and if you could get that amount of latitude that would enable you to organise your second line so that such voluntary offer could be provided for and accepted, I take it that it would be a step on, Sir Frederick. I rather gather that you have some legislation you might have to modify in some slight degree to meet that, but whether it is so or not, that is a matter which, as we have said, can stand.

If the Conference is agreeable, as I think it is, to this resolution

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Military Defence. (Mr. Haldane.)

about the General Staff, I think it is highly desirable that we should pass it; there may be amendments upon it, of course, but I was going to suggest this, that if we do pass it, I hope the thing will not stop there. My office will be ready to take up the details of things and although we say in the beginning, "That this Conference, without wishing to commit to immediate action any of the Governments represented," I hope the opportunity may be taken to follow up all these things we have discussed to-day. Sir Neville Lyttelton and the rest of us will put aside all other engagements; we know you are here and available only for about three weeks more and the most immediate duty we could fulfil would be to meet and confer with you and work these things out, so that I hope, if the substance of this resolution is agreed to, we may be able to take some immediate action in fixing in our minds the precise way to give effect to it and the other things we have discussed to-day.

Sir FREDERICK BORDEN: Would it be possible, Mr. Haldane, to modify this resolution—I have not thought of the form of words, but in some way—by which we would agree to the idea of establishing General Staffs in each of the Dominions beyond the Seas, in each of our countries, and then go on as you put it so that these staffs should be interchangeable with each other, because I think it is not only desirable that there should be exchange between the Central Staff and any one of the Colonies, but exchange between the staffs of the different Colonies. I do not know whether that is desirable, but I do not like to lose sight of the idea that the different communities or dominions should have their own general-staffs.

CHAIRMAN: Might I suggest this? There is a general expression of opinion that it would be very desirable that the Secretary of State's statement should be made public, and I understand from him that there is no objection to that. In the statement, of course, is set forth in full what Sir Frederick Borden has been asking for and perhaps that would be the easiest way of doing it. There are one or two almost verbal amendments I think that have been suggested to me in the resolution itself, but otherwise it might stand. I think perhaps that the Conference might express approval of the Secretary of State's statement and then it might be recorded in the resolution and published.

Mr. HALDANE: I think there is nothing in what I have said to-day that has not been said several times, not only in speeches, but in papers that have been published and are in the possession not only of the American General Staff, but I suspect of all General Staffs. They are very well informed of each others' proceedings and there is no secret in what we have discussed to-day; it is a fixing rather of the ideas that have already been given expression to.

Mr. DEAKIN: It seemed to me a digest of the discussions which have so far proceeded in your Parliament and in your Press.

CHAIRMAN: You will revise it?

Mr. HALDANE: I will revise it, and I will take care that there is no expression that can possibly be open to objection.

Sir FREDERICK BORDEN: The principle, I take it, is the establishment of an Imperial General Staff.

Mr. HALDANE: That is it.

Sir FREDERICK BORDEN: We have no Imperial Army.

Mr. HALDANE: No, you have an Army which serves for the defence of the Empire, and you have the Committee of Imperial Defence.

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Military Defence. (Sir F. W. Borden.)

Sir FREDERICK BORDEN: I think we are all agreed that this should be done, but there may be some of our people, whom we represent, who may be somewhat sensitive about being committed, as they might think they were being committed, to something like an obligation.

Mr. HALDANE: You observe the General Staff is a purely advisory body, and indeed you have done it in Canada just now because you have a very distinguished General Staff officer, General Lake, who is your own Staff officer, as any General Staff officer sent under this scheme would be,—absolutely your own officer at your own disposition.

Sir FREDERICK BORDEN: Precisely, but we have not said much about it.

Mr. HALDANE: No, your deeds have been better than your words. You have had General Lake for some time and have been working it up.

Mr. DEAKIN: I have made a suggestion in the last line but three which would perhaps meet your point, Sir Frederick; instead of reading: "without in the least interfering in questions con- "nected with command and administration shall be capable of advis- "ing respective Governments,' and so on, it should read: "without "in the least interfering in questions connected with command and "administration shall, at the request of the respective Governments, "advise as to the training and education."

Sir WILFRID LAURIER: That is important. Will you give me the words, Mr. Deakin?

Mr. DEAKIN: After the word "shall" in the fourth line from the bottom insert the words "at the request of" instead of "be capable of advising," and it reads on "the respective Governments advise as to the "training, education, and war organization of the "military forces of the Crown in every part of the Empire." That shows what I think was the clear intention that this staff should work upon the respective Governments; it is the brain which is to be called upon by any nerve at the extremity and responds thereto.

Mr. HALDANE: The expert called in.

Mr. DEAKIN: Exactly, like the Committee of Imperial Defence; to make that clear I propose in the fourth line from the top after the words "recognizes and affirms the need of developing" to insert "for the use of" instead of "throughout," and then omit the words "the conception of."

Mr. HALDANE: "For the service of the Empire."

Mr. DEAKIN: That is better—"for the service of the Empire a General Staff recruited" and so on.

Sir FREDERICK BORDEN: I would say "for the service of the various Dominions."

Mr. HALDANE: "For the service of the various Governments of the Empire."

Dr. JAMESON: Why not the Empire by itself?

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Mr. DEAKIN: We make that plain in the last part.

Mr. HALDANE: "For the service of the Empire."

Mr. F. R. MOOR: I think it would be better if instead of "that this Conference without wishing to commit to immediate action" we said "that this Conference without committing any of the Governments to immediate action."

Mr. HALDANE: Yes.

Mr. F. R. MOORE: I think it would be more decided and clear.

Sir JOSEPH WARD: In any case everything we do here has to be ratified by our Governments and Parliaments too.

CHAIRMAN: You cannot commit them.

Mr. HALDANE: I doubt very much whether these words are necessary.

Dr. SMARTT: I do not think we need them in at all; you might take out all the words after "Conference" down to the third line.

Mr. DEAKIN: I agree, but as they have been put in let it stand as it is.

Sir WILFRID LAURIER: I think it better to let them stand as they are.

CHAIRMAN: If we adopt the suggestion of using the statement of the Secretary of State, ought we not to put that in some form into the Resolution, "That the Cenference welcomes and cordially approves the exposition of general principles embodied in the statement of the Secretary for War."

Sir JOSEPH WARD: I am quite agreeable, it is part and parcel of the motion, really.

Mr. DEAKIN: Will you put the whole Resolution, sir?

CHAIRMAN: Then the Resolution would run: "The Conference welcomes and cordially approves the exposition of general principles embodied in the statement of the Secretary of State for War and resolves: That this Conference without wishing to commit to immediate action any of the Governments represented at it recognizes and affirms the need"——

Mr. DEAKIN: Is "at it" necessary?

CHAIRMAN: No, I should think not—"recognises and affirms the need of developing a General Staff recruited from the forces of the Empire as a whole, which shall be a means of fostering the study of military science in the various branches, shall collect and disseminate to the various Governments military information and intelligence, and undertake the preparation of schemes of defence on a common principle and without in the least interfering in questions connected with command and administration, shall at the request of the respective Governments advise them as to the training, education, and war organization of the military forces of the Crown in every part of the Empire."

Dr. SMARTT: "Advise" alone is better.

CHAIRMAN: "Advise." That is the Resolution of the Conference.

Sir WILFRID LAURIER: I think I would like to defer this and have a third reading of this Resolution also, as we had with the for-

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(Sir Wilfrid Laurier.)

mer one. I see nothing to take exception to, but I would like to think it over.

CHAIRMAN: May I have the attention of the Conference? Sir Wilfrid Laurier would like to have what we call a third reading of this Resolution also, that is to say, that it should not be published until the next meeting, after it has been seen again.

Sir WILFRID LAURIER: I would like to look at it on Monday, although I may say I see nothing to take exception to at present.

Dr. SMARTT: I presume, Lord Elgin, that does not prevent the statement of the Secretary of State for War being published?

CHAIRMAN: No, we can get that out. There is one Resolution which is still at its third reading, Sir Wilfrid, with regard to Imperial Defence; I think we have practically agreed to it, but Mr. Deakin on that occasion wanted to see it again. This is how it ran: "That the Colonies be authorized to refer to the Committee of Im- "perial Defence through the Secretary of State for advice on any "local questions in regard to which expert assistance is deemed de- "sirable, and whenever so desired the representative of the Colony "which may wish for advice will be summoned to attend as a mem- "ber of the Committee during the discussion of the questions rais- "ed."

Sir FREDERICK BORDEN: Was that not settled long ago?

Mr. DEAKIN: I thought so.

CHAIRMAN: I understood it was reserved in the same way as the other point.

Mr. DEAKIN: I did not understand it was reserved, but merely asked that I should be allowed to mention it as I have done this morning in connection with the general question.

Sir FREDERICK BORDEN: It was settled by the very constitution of the Imperial Committee itself. Mr. Balfour—whose idea perhaps it was—on two or three occasions stated very clearly the objects, and I had the honour myself of attending a meeting of that committee in December 1903, for the very reason suggested in this Resolution. It hardly seems necessary to make it a formal resolution.

CHAIRMAN: It was the explanation I gave on behalf of the Prime Minister at the last meeting and it seemed to be acceptable to the Conference.

Dr. JAMESON: Surely there is no objection to emphasizing it further by passing it now.

Sir FREDERICK BORDEN: It is a work of supererogation, I think.

Dr. JAMESON: Does it matter? It was not the case before that the Committee of Defence could invite a representative of the Colony, whereas now this goes a little further and says that practically a Colony has the right to be invited whenever anything in which it is concerned or upon which it has asked advice is being discussed by the Defence Committee. I think it does go a little further.

Sir WILFRID LAURIER: It seems to me simply burdening this Conference with a Resolution about a matter which has always been

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done. There need be no expression of opinion by the Conference upon this point.

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CHAIRMAN: I am entirely in the hands of the Conference.

Sir WILFRID LAURIER: I do not see what it is wanted for.

(Sir Wilfrid Laurier.)

Mr. HALDANE: I do not think myself, if I may say so, that it is necessary. One is very familiar with the composition of the Committee of Imperial Defence, which is a skeleton or nucleus body; I always attend it, but I am not a standing member of it. It has not fixed composition, but consists merely of the people who are summoned, and, of course, if any question arose affecting any particular Colony, its representative would attend. The Prime Minister is really the mainspring of the Committee, and he summons it as he wants it.

Sir FREDERICK BORDEN: He summons whomsoever he likes?

Mr. HALDANE: Whoever he likes and whoever is suitable.

Mr. DEAKIN: We did not feel entitled to suggest that we should be represented at our own pleasure—we did not feel justified in officially representing it. Accordingly this Resolution was submitted for the approval of the British Government and the members of the Conference to the proposition that in future any representative of a Colony which might wish for advice should be summoned upon its request to attend as a member of the Committee during any particular discussion. That gave us not merely an opportunity of being invited as guests but a right to be present on our own motion when matters in which we were concerned were under discussion. That seems to me a distinct advance.

Sir FREDERICK BORDEN: You think that is not included in the memorandum?

Mr. DEAKIN: It is included now in March 1907.

Sir JOSEPH WARD: I think that is a proper thing to do.

Dr. SMARTT: I think it would do a great deal of good. I will give the Conference a concrete case:—Some time ago the Imperial Government appointed a Defence Commission to inquire into the defences of the Empire. They came to Cape Colony and no doubt they inquired into the defences of the Peninsula, but they did not go into the matter with the Government in that confidential manner which, I think, if a Resolution of this sort is carried and approved of by the Imperial Government, would be the case in the future.

Sir FREDERICK BORDEN: I thought that was included already.

CHAIRMAN: Then this Resolution may stand. We came to a final Resolution also on the question of the constitution of the Conference and that of course, now will be published.

Adjourned to Tuesday next at 11 o'clock.

FIFTH DAY.

Fifth Day. 23rd April, 1907.

HELD AT THE COLONIAL OFFICE, DOWNING STREET, TUESDAY, 23RD APRIL, 1907.

PRESENT.

The Right Honourable THE EARL OF ELGIN, K.G., Secretary of State for the Colonies (President).

The Right Honourable Sir WILFRID LAURIER, G.C.M.G., Prime Minister of Canada.

The Honourable Sir F. W. BORDEN, K.C.M.G., Minister of Militia and Defence (Canada).

The Honourable L. P. BRODEUR, Minister of Marine and Fisheries (Canada).

The Honourable ALFRED DEAKIN, Prime Minister of the Commonwealth of Australia.

The Honourable Sir WILLIAM LYNE, K.C.M.G., Minister of State of Trade and Customs (Australia).

The Honourable Sir JOSEPH WARD, K.C.M.G., Prime Minister of New Zealand.

The Honourable L. S. JAMESON, C.B., Prime Minister of Cape Colony.

The Honourable Dr. SMARTT, Commissioner of Public Works, (Cape Colony).

The Honourable F. R. MOOR, Prime Minister of Natal.

The Right Honourable Sir R. BOND, K.C.M.G., Prime Minister of Newfoundland.

General The Honourable LOUIS BOTHA, Prime Minister of the Transvaal.

Mr. WINSTON S. CHURCHILL, M.P., Parliamentary Under-Secretary of State for the Colonies.

Sir FRANCIS HOPWOOD, K.C.M.G., Permanent Under-Secretary of State for the Colonies.

Sir J. L. MACKAY, G.C.M.G., K.C.I.E., on behalf of the India Office.

Mr. G. W. JOHNSON, C.M.G.,
Mr. H. W. JUST, C.B., C.M.G., } Joint Secretary.
Mr. W. A. ROBINSON, Assistant Secretary.

ALSO PRESENT:

The Right Honourable R. B. HALDANE, K.C., M.P., Secretary of State for War.

Colonel G. F. ELLISON, C.B., Principal Private Secretary.

AND

The Right Honourable The LORD TWEEDMOUTH, First Lord of the Admiralty.

Captain OTTLEY, M.V.O., R.N., Director of Naval Intelligence.

Mr. W. GRAHAM GREENE, C.B., Assistant Secretary to the Admiralty.

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MILITARY DEFENCE.

CHAIRMAN: Gentlemen, the first business is to finally approve the Resolution on Military Defence which was before the meeting on Saturday last. I understand that there is some suggestion from Canada.

Sir FREDERICK BORDEN: In the fourth line I would ask whether the words "to immediate action" do any particular good, and whether they might not be left out?

Mr. HALDANE: We thought that might be so. You mean missing out those words and going on to "any of the Governments"?

Sir FREDERICK BORDEN: Yes.

Mr. HALDANE: I do not think those words mean anything. They look as if they suggested that there might be immediate action. Shall we strike out "without wishing to commit to immediate action"?

Sir FREDERICK BORDEN: Simply reading it as "without wishing to commit any of the Governments."

Mr. HALDANE: Omitting the words "to immediate action."

Sir FREDERICK BORDEN: Yes.

Dr. JAMESON: Is there any harm in suggesting immediate action?

Sir FREDERICK BORDEN: Is it any good?

Dr. JAMESON: Yes, I think it is a kind of fillip towards doing something, and not only talking about it.

Mr. HALDANE: I do not attach importance myself to it, one way or the other.

Sir WILFRID LAURIER: "Without wishing to commit any of the Governments," I think it should be.

CHAIRMAN: Omit the words "to immediate action." Is that agreed to?

Mr. F. R. MOOR: I do not think it improves it.

Sir FREDERICK BORDEN: Then as to the word "recruited," it seems to me "recruited" is hardly the word to apply to officers. "Selected" would, I think, be a better word.

Mr. HALDANE: "Selected" is I think, a more appropriate word to apply to an officer.

Mr. DEAKIN: Do we gain anything by retaining any of these words "without wishing to commit to immediate action any of the Governments represented"? Would it not be advantageous to omit those words, and possibly substitute some other words for "recognises and affirms," to indicate clearly the views of the Conference.

Mr. HALDANE: "Is of opinion," for instance.

Mr. DEAKIN: Something of that sort, safeguarding the statement "without wishing to commit to immediate action." If we agree to it we would not wish to commit our Governments to immediate action. We could not. It is a matter for themselves.

Mr. HALDANE: The Conference is not an executive Conference, and I should have thought if you omitted those words and put in

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Military Defence. (Mr. Haldane.)

such words as "is of opinion" it would make it quite clear that the Conference is expressing only an opinion.

Mr. DEAKIN: Yes.

Sr WILFRID LAURIER: It is nothing more than an opinion there. It is to be left to the different Legislatures to legislate upon.

Mr. DEAKIN: I suggest the omission of these words, and the Resolution would then run: "That this Conference welcomes and "cordially approves the exposition of general principles embodied in "the statement of the Secretary of State for War and is of opinion "that for the service of the Empire a General Staff," and so on.

Mr. HALDANE: "Is of opinion that there is a need."

Mr. DEAKIN: Yes; "Is of opinion that there is a need of developing throughout the Empire."

Dr. JAMESON: Why substitute "is of opinion" for the more emphatic "recognises and affirms"?

Mr. DEAKIN: I order to emphasize the fact that we are not executive but merely a consultative Conference, and that the governments are the people to decide. I have no objection to "recognises and affirms," but it is suggested that it might appear to go a little further than our function warrants.

Sir JOSEPH WARD: We say we are not, of course, committing our countries to immediate action.

Dr. JAMESON: We are only a conference and cannot do anything. Why should not we "recognise and affirm"? They are stronger words, and I do not see why we should weaken it.

Mr. DEAKIN: I have no objection to "recognises and affirms," but was endeavouring to meet Sir Frederick Borden's views.

Sir FREDERICK BORDEN: If the words "to immediate action" are left out, I am satisfied with the rest, and I have no particular objection then.

CHAIRMAN: It is suggested that the whole sub-sentence from "without" to "represented" should come out.

Sir WILFRID LAURIER: I would leave it as it is taking out the words "to immediate action"—"without wishing to commit any of the Governments" I think is better.

Mr. DEAKIN: We passed it in that form, but if we are altering it I think it is a great improvement to leave out all those words.

Sir WILFRID LAURIER: I would take out the words "to immediate action," and substitute "selected" for "recruited."

Mr. HALDANE: Yes, that is much better.

Mr. F. R. MOOR: Yes, that has been done.

Sir WILFRID LAURIER: On this point may I ask for information? It is a thing we should know more about. How is this selection to be made? Would Mr. Haldane select from the different Colonial officers in Canada, for instance?

Mr. HALDANE: Our plan is this. We have a list of persons eligible for appointment to the General Staff. If you send over a name and say: "This is a man we recommend to you," we should of course ask you for his qualifications, and we should put him on the list, and then arrange with you from the names put on the list to

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(Mr. Haldane.)

select somebody for an appointment in exchange for somebody we sent to you.

Sir FREDERICK BORDEN: I would like to have it understood, and I think this is what is understood really, that where there is a General Staff now in existence, as there is in Canada, members of that Staff should be selected to fill appointments on the General Staff.

Mr. HALDANE: Yes, you would not send people who were not on your General Staff.

Sir FREDERICK BORDEN: No.

Mr. HALDANE: No. Each country would have its General Staff organization, either very much developed or rudimentary, as it might be, but you would send people from your Staff, whatever it was.

Sir FREDERICK BORDEN: And there would be no selection, as I understand, except through the Government of the particular country interested.

Mr. HALDANE: That is right. We should take nobody whom you did not recommend out of your General Staff. None of us would, of course, bind ourselves one way or the other; it would be a matter of convenience and arrangement; but we should take over here in the ordinary course naturally anybody you recommended as being well qualified from your General Staff, and at your request we should send you somebody whom you liked.

Sir FREDERICK BORDEN: And the responsibility for any particular officer so selected would continue to the particular Government under which he was serving.

Mr. HALDANE: He would be a member of their General Staff detailed for this general service.

Sir FREDERICK BORDEN: Yes, I think that is so. There is one word here which it is thought might be improved—"fostering."

Sir WILFRID LAURIER: I merely make just this suggestion, that instead of "which shall be the means of fostering the study of "military science," we should say, "which shall study military "science." I do not care very much which it is.

Mr. HALDANE: Yes, "which shall study military science in all "its branches." That is quite as good. If that is agreed to I have no criticism upon it.

Mr. DEAKIN: I have some abbreviations to suggest.

Mr. HALDANE: Then it will be "which shall study military science "in all its branches."

Sir WILFRID LAURIER: I think that is all, as far as I am concerned.

Mr. DEAKIN: Will Sir Frederick Borden kindly listen to this, and see if it will not simplify it—"That this Conference," omitting the next words, "cordially approving the exposition of general "principles embodied in the statement of the Secretary of State for "War"—omitting the next words and substituting "recommends to "the governments represented"—omitting the next words "the need "of developing for the service of the Empire a General Staff selected "from the forces of the Empire." So that it would read: "That this

"Conference, cordially approving"—this is all we do—"the exposi- "tion of general principles embodied in the statement of the Secre- "tary of State for War, recommends to the Governments represent- "ed the need of developing for the service of the Empire a General "Staff selected from the forces." Would that meet your view, Mr. Haldane?

Mr. HALDANE: That meets my view. It is shorter, and I am in favour of anything that is short.

Mr. DEAKIN: It gets rid of a great many words; we cordially approve the exposition of general principles, and recommend to our Governments the need of developing a general staff.

Mr. HALDANE: "Recommend the desirability" might be better.

Mr. DEAKIN: Very good; I was only shortening it. It is at present rather winding.

Sir WILFRID LAURIER: Sometimes it is well to have these long statements, and I would let it stand as it is.

Mr. DEAKIN: At this stage I do not press it. We really accepted it, but when one commences to criticise it is hard to stop.

Sir WILFRID LAURIER: I would like it to stand as it is, with the two short amendments we have made.

Sir FREDERICK BORDEN: Put in "selected" instead of "recruited," and leave out the words "to immediate action," and leave out the word "fostering."

CHAIRMAN: Then it reads: "That this Conference welcomes "and cordially approves the exposition of general principles em- "bodied in the statement of the Secretary of the State for War, and "without wishing to commit any of the Governments represented, "recognises and affirms the need of developing, for the service of the "Empire, a General Staff, selected from the forces of the Empire as "a whole, which shall study military science in all its branches," and so on.

Dr. SMARTT: Surely that does not meet the case? I understood the feeling was that some of the Governments represented here might not be able to take part in this at once. Consequently the Secretary of State for War very wisely put in "without wishing to commit to immediate action." But really we are now going to pass a resolution under which certain of the Governments will not be committed to anything except passing a pure opinion. They do not even commit themselves to act upon it in the near future, nor even in the distant future.

Mr. HALDANE: But having agreed upon the broad principle, we should now proceed to communicate with you with a view to seeing what you could do to carry this out, and as we are all of one mind we shall at least all approach the thing from a common point of view. We would take the first action in making suggestions to you for your consideration.

Dr. SMARTT: Then would it not be better to leave it as you worded it, "without wishing to commit to immediate action, recognises and affirms the principle of establishing."

Mr. HALDANE: I do not think the words make much difference; but the point is we have agreed on a general principle. That

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is the real importance of it. We could not bind or force any Government, nor do we want to. This is a deliberating Conference.

Dr. SMARTT: We do not force the Government, but we come to a conclusion as to the necessity of it as quickly as possible. That is what I want to see affirmed in the Resolution.

Mr. HALDANE: Do you think you add anything by putting in the words?

Sir JOSEPH WARD: You would not help it forward in any way by putting in "committing to immediate action." It would not get over the suggestion you are making as to any Government not taking action.

Dr. SMARTT: No, but it would really appear from the Resolution that, so far as possible, we are all desirous of immediate action and of this matter not being delayed.

Sir FREDERICK BORDEN: But we recognise and affirm the need for developing. What more can we do beyond that?

Sir JOSEPH WARD: So far as New Zealand is concerned, as soon as the Secretary of State for War communicates with us we will consider any proposals and deal with them.

Mr. HALDANE: By getting rid of the words "to immediate action" we have got rid of the suggestion that it is not to be immediate action.

Sir JOSEPH WARD: Quite so.

CHAIRMAN: Then the Resolution is to stand.

Resolution III.

The Resolution, as amended, was carried unanimously.

NAVAL DEFENCE.

Naval Defence.

CHAIRMAN: Gentlemen, we now proceed to consider Naval Defence, and we have on the agenda two resolutions, one from the Commonwealth of Australia and one from New Zealand, and perhaps the most convenient course would be to proceed as we did the other day, that is to ask those who represent those two Colonies to first state their views. Will Mr. Deakin be ready to open it?

Mr. DEAKIN: Before Lord Tweedmouth speaks?

Lord TWEEDMOUTH: Whichever you like.

Mr. DEAKIN: Perhaps you would wish to indicate generally the policy of the Admiralty. As I take it, this is not merely a discussion on Naval Defence for New Zealand and Australia. Incidentally we have a special interest to consider, because we have an Act upon our Statute books, and the question of amending that Act by addition or variation is a subject which concerns us a great deal more than anybody else. But we have assembled first to take a general view of Naval Defence, and to be made acquainted with the policy of the British Government, presenting questions of great interest for the whole Conference. Incidentally one of these deals with the particular agreement relating to New Zealand and Australia. I do not know whether Sir Joseph Ward agrees.

Sir JOSEPH WARD: Yes I agree; I think it would be most valuable to hear the opinion of Lord Tweedmouth.

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Lord TWEEDMOUTH: Lord Elgin and gentlemen, I feel it a high privilege to sit at this table to discuss this matter with the Prime Ministers of the self-governing dominions of the King beyond the seas. My position, of course, is rather a different one from that of my colleague and good friend Mr. Haldane. As I understand, he gave you a vivid and interesting sketch of the new system of organisation of the Army, and explained to you how that new scheme might be adapted to your Colonial wants and wishes. My position is quite a different one. I cannot offer any sketch. I rather lay before you a completed picture. Our history undoubtedly is closely intertwined with the history of the Naval Service from earliest days, and though it is the fact, no doubt, that from time to time we have met with reverses and we have met with accidents, yet, on the whole, from the earliest days to the present moment the Navy has been able to defend the growing country, that is the Empire as a whole, and I do not think that any charge can be brought against it of ever, on any occasion, having failed. Well, gentlemen, that being the case, what I have in the first place to ask is, that you should place confidence in the Board of Admiralty, and in the present Government, for the future safety of the country. We welcome you, and we ask you to take some leading part in making more complete than it is at present the naval defence of the Empire. I wish to recognise all that our cousins over the sea have done in consequence of decisions of former Conferences. I know that you gave to the Government and to the Admiralty, with a free and unstinting hand, the help that you thought you could manage to give. Gentlemen, I have only one reservation to make, and in making it I ask that, as we have proved ourselves successful in the past, you should put your trust in us now. The only reservation that the Admiralty desire to make is, that they claim to have the charge of the strategical questions which are necessarily involved in Naval Defence, to hold the command of the naval forces of the country, and to arrange the distribution of ships in the best possible manner to resist attacks and to defend the Empire at large, whether it be our own islands or the dominions beyond the seas. We thoroughly recognize that we are responsible for that defence. We want you to help us in that defence. We want you to give us all the assistance you can, but we do not come to you as beggars; we gladly take all that you can give us, but at the same time, if you are not inclined to give us the help that we hope to have from you, we acknowledge our absolute obligation to defend the King's dominions across the seas to the best of our ability.

Now, there is, after all, only one sea that laps around all our shores. The sea is the link that joins us together. It was the reason of your upspringing. It is our first defence. It is the origin of our great commerce. It is the outlet and inlet of our exports and our imports, and it is to us in these islands the channel through which we get the food and raw material which are so necessary to our vast population. There is one sea, there is one Empire, and there is one Navy, and I want to claim in the first place your help, and in the second place authority for the Admiralty to manage this great service without restraint. How great a part the sea takes in all our life, in all our prosperity, is, I think, best seen from the extraordinary amount of shipping that our country puts out. Last year, in 1906, Great Britain's output of shipping amounted to no less than 1,936,793 tons. The United States had an output of 486,650 tons; Germany, 384,614 tons, and France, 58,502 tons. The output of all foreign na-

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tions amounted to 1,319,900 tons, so that last year Great Britain led by no less than 616,893 tons all the other nations in the world.

Mr. DEAKIN: Is that new shipping?

Lord TWEEDMOUTH: New shipping.

Mr. DEAKIN: Commercial shipping only?

Lord TWEEDMOUTH: No; it includes warships. I think in the British Return there were about 108,000 tons of warships. But with that enormous interest in the sea and in the shipping that goes on the sea, it is absolutely necessary that we should make the passage of that shipping across the sea safe. That is what we aim at securing, and that is what we ask your help in doing.

Mr. DEAKIN: Pardon me for interrupting, but when you speak about British shipping, does that include shipping constructed in other parts of the Empire, or only in the United Kingdom?

Lord TWEEDMOUTH: That is within the United Kingdom.

Mr. DEAKIN: The total of the construction in the various Colonies is small?

Lord TWEEDMOUTH: It is not very large. It amounted last year to about 26,000 tons. I have here a statement of the subsidies which in the past have been given by the various Colonies. Australia gives 200,000*l.*; New Zealand, 40,000*l.*; Cape Colony, 50,000*l.*; Natal, 35,000*l.*; Newfoundland, 3,000*l.*; in all 328,000*l.*

Gentlemen, what I have to say is that the Admiralty and His Majesty's Government are perfectly ready to meet these contributors to Admiralty funds in a liberal and conciliatory manner. We do not wish to insist that the contributions from the Colonies should necessarily be in the form only of money. We are quite ready to enter into any arrangements with the Colonies that may seem most suittable to them, and which may seem to bring advantage to the Navy, and advantage to the Colonies themselves. I have here drawn up a short statement of what may be called the general principle with which the admiralty desire to meet the representatives of the self-governing Dominions of the King beyond the seas. His Majesty's Government recognize the natural desire of the self-governing Colonies to have a more particular share in providing the naval defence force of the Empire, and, so long as the condition of unity of command and direction of the fleet is maintained, they are ready to consider a modification of the existing arrangements to meet the views of the various Colonies. In the opinion of the Government, while the distribution of the fleet must be determined by strategical requirements of which the Admiralty are the judge, it would be of great assistance if the Colonial Governments would undertake to provide for local service in the Imperial squadrons the smaller vessels that are useful for defence against possible raids or for co-operation with a squadron, and also to equip and maintain docks and fitting establishments which can be used by His Majesty's ships. It will further be of much assistance if coaling facilities are provided, and arrangements can be made for a supply of coal and naval stores which otherwise would have to be sent out specially or purchased locally.

I understand that, in Australia particularly, and in South Africa, it is desired to start some naval service of your own. Perhaps I might suggest that if the provision of the small craft which are necessarily incident to the work of a great fleet of modern battleships could be

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made locally, it would be a very great help to the general work of the Navy. You cannot take the small craft such as torpedo boats and submarines across the ocean, and for warships to arrive in South Africa or in Australia or in New Zealand or in Canada, and find ready to their hand well-trained men in good vessels of this kind, would be an enormous advantage to them. It would be an enormous advantage to find ready to their hand men well trained, ready to take a part in the work of the fleet. There is, I think, the further advantage in these small flotillas, that they will be an admirable means of coast defence; that you will be able by the use of them to avoid practically all danger from any sudden raid which might be made by a cruising squadron. What I should like to point out is that, above all things in this work, the submarine is probably the most important and the most effective weapon. It is the weapon with which you can meet a fleet attacking during the day or individual ships attacking by day. I am assured by my advisers at the Admiralty that it is a most important weapon; that it has already reached very considerable development, and it is one on which we may rely with great confidence. That is a view that is very strongly taken by some of the leading men in the French Navy, who think that the submarine is really the weapon of the future. I believe myself that the provision of submarines and all the smaller torpedo destroyers and boats would be of the greatest help to the Navy, supposing it were, as I hope it may not be, drawn into a war abroad.

We want to consult with you as to the details of this scheme. Of course if each separate colony is to be treated on a different footing, we are quite ready to do that and to make separate arrangements with each separate Colony according to its own wishes. I thoroughly recognise the great difference that there is between the conditions of one country and another. The desire of the Admiralty is to meet those wishes so far as they possibly can be met. I think perhaps it is impossible suddenly to make a change. I would suggest that a beginning should be made, and that probably the best way to start would be to allocate to local purposes certain portions of the subsidies already given. The particular purposes to which that money should be devoted should be discussed in detail between the representatives of the various Colonies and the Admiralty, so that a thoroughly good scheme might be worked out in the end. At the same time we do not put aside the payment of the subsidies at all. From those Colonies who are desirous of continuing altogether on the lines on which they have gone in the past, we shall be very glad to accept their contributon, and accept it gratefully, and do the best to apply the money in a useful manner.

Then I should like to say a single word on the further point of the provision of docks and coaling facilities in the Colonies. The enormous development of the modern warship entails important consequences. These great modern warships require large docks to contain them. I think we are getting on well with the provision of docks. At this moment in our own country and abroad we have, I think, 13 Government docks which will take in our largest ship, the "Dreadnought." I think in the course of the next two years we shall have four more, which will make about 17 altogether. But it is very desirable that we should have in all parts of the world docks which could take such ships, supposing they were to meet with an

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accident or were to receive damage in war. I do not know whether Sir Wilfrid Laurier would consider that there might be some chance of Canada doing that in Esquimalt and Halifax, which have now been handed over to the Canadian people. We have already a dock at Simons Bay which will take a "Dreadnought," but all through the Empire it would be a great thing to find big docks at hand in the event of any accident or damage that might happen to a ship. It is the same thing with regard to coal. Coal is the life of a modern warship. It is an absolute necessity. There are great difficulties in getting it. We are better off, no doubt, than other Powers in that respect because we have coaling stations already scattered here and there over the whole world, and now there are many new inventions and new developments in methods of coaling on the sea and at the coaling depots. But it is a subject to which I should like to direct the attention of the Prime Ministers as one of the things which are of the greatest use to a fleet at sea.

Gentlemen, I have come to you absolutely frankly to tell you how we hope to be able to meet you. I am anxious to hear what the representatives of the various Colonies want to do. They have already put forward two resolutions, and I think it would be well that I should hear what they have to say, and I should also like to be made aware of what the representatives of each Colony think as to how far they could meet the suggestions that I have ventured to make.

Sir WILFRID LAURIER: Will you first call upon Australia and New Zealand, as they have proposed resolutions?

Mr. DEAKIN: The resolutions of Australia and New Zealand, after all, are quite subsidiary to the main principles on which his Lordship has addressed us. Speaking for myself, may I say that I quite appreciate the frankness with which his Lordship has approached the subject, and the light you have thrown upon it. I am not surprised at the attitude of the Government, because I have sufficient familiarity with the references which you and also your colleagues have made to this great object, but at the same time must admit my own want of competence to deal off-hand with the major questions which you have raised, either directly or by necessary implication—they are of the first importance—without some little further consideration.

The main views you have submitted, so far as I have followed them, relate to the question of Colonial co-operation in the Naval Defence of the Empire. This divides itself into two parts; first, a provision for local defence, which again divides itself into the defence which is to be used, so to speak, by the localised bodies or other agencies, and next the localised Imperial Squadrons, if I may distinguish them by that title. Beyond these local defences comes the question of the possibility of a general defence not localised, upon an Imperial scale, whose obligation would be adapted to the varying circumstances of the different parts of the Empire—varying as between themselves, and varying again from those of the United Kingdom. Any consideration I have ever been able to give to this question has led me to the reluctant conclusion that so far as we are unable to find any scheme of the measure of responsibility either particular or general. I would be very glad to be enlightened upon this subject. None of the assessments and estimates made for the purpose have appeared to me to include all the factors to be taken into account, or to have furnished anything like an exact proportion

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between them. Those are the main issues, as I follow them, which are inseparably associated with the scheme that you have submitted very clearly to us. Afterwards, when we have considered such general questions of contribution and co-operation, the matter which particularly interests New Zealand and ourselves, is as to the local form of that co-operation. Australia's responsibility is not fixed on a monetary standard, and we submit that this is not the most acceptable standard for Australia, nor is it likely to further the objects that we have, or the objects that you have, in maintaining the present contribution. But that, as already stated, is a subsidiary question.

The larger principle of the relations which self-governing Colonies should hold to the Imperial Naval Defence should first come under consideration, because that is the major premise of which the form of any contribution is after all only a minor matter. I must confess myself quite unable to criticise with sufficient pertinency the larger principle of this question at this moment. There are others here not under my disability—for instance, Mr. Brodeur, who represents the Naval Department of Canada, but so far as I am concerned wish time for further consideration.

Let me, however, by way of addition mention one matter which arose out of the address of your colleague, the Secretary for War, affecting the possibilities of the development of local supplies of ammunition within the Commonwealth. These are a necessity in most States, but of far greater urgency in Australia than elsewhere. We desire to see established cordite and ammunition factories which should be sufficient for our own wants. These wants in time of peace are necessarily very small, while in time of war, with the possibility of interruption of communications, they would be very large. Our difficulty, therefore, is to face the cost of establishing or subsidizing factories for the manufacture of this ammunition within our own borders, because of that enormous difference between the regular demand upon the factories and their machinery and the extraordinary demand for which they ought to be equipped to some extent. Possibly in the matter of cordite ammunition for small arms, we do not see much difficulty. We think we can establish a factory which would meet our wants fully in peace, and reasonably in war, keeping reserves always in hand. But if we could enlarge the scope so as to supply the squadron or squadrons in our seas with, at all events, part of the ammunition and the cordite they require, that would enable us to conduct that factory on a much larger scale. It is not a desire to make a profit out of supplying the naval wants, but simply to keep the factory going on a greater scale, and enlarge its capacity so that it might be less inadequate in time of war. Of course we recognize the great difficulty in the testing of this cordite, which is now very elaborately carried out with a great number of guns of different types. It is necessary to test the cordite for a gun of a particular type in a gun of that type, but as it happens, at the present time that need not be an insuperable objection, because we have quite a variety of guns in Australia, many more types than we ought to have had, since they have not conferred upon us that defensive strength which we should have enjoyed if we had been limited to a few types. Opinions have varied in the Admiralty and War Office, as they must vary from time to time, and we have had the full effect of the variations. However, under the circumstances, the report of the Committee of Imperial Defence advises us to lay aside quite a number of these guns which we would require for testing purposes.

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Now, until those guns are worn out— and then the question of supplying them might be a more serious matter— they would perhaps suffice for the application of tests. We would be able at least to commence with them. I am not pressing for an answer to-day. I have expressed already my inability to cope off-hand with the great question you have raised, without more time for consideration. Nor would I ask for a reply on this point until we have told you what we can offer. In making this proposition for the supply of ammunition we do not expect that the Imperial Navy should accept from us cordite or any other supplies any less efficiently tested than they are here. We accept that.

Lord TWEEDMOUTH: It would be absolutely necessary that we should test the cordite in the most effective manner.

Mr. DEAKIN: Absolutely necessary.

Lord TWEEDMOUTH: There is another thing to be remembered, that as far as our knowledge at present goes of cordite, or a large class of cordite at any rate, provided it is kept at a low temperature under 60 degrees its life is very long—certainly 60 or 70 years—whereas when it is long affected by a high temperature it goes bad.

Mr. DEAKIN: I am aware of that. Of course that estimate of the very long life of cordite is still theoretical, because there has been no cordite of that character for 60 or 70 years, though all the scientific calculations point that way. We see no difficulty in the conditions of temperature. If we make cordite we must fulfil those conditions; if we do not fulfil them we cannot do business. We do not look for mere profit. To sell you an inferior explosive for the protection of our own shores and shipping would be short-sighted economy; but on the assumption that we are able to satisfy you as to tests and storage, it would, or might, make a considerable difference to us even if we had only the supplying of certain portions of the annual ordinary consumption of the squadrons in the Indian, China, and Australian seas, the present area within which our squadron operates. It would be inexcusable to bring forward a detail of this kind, were it not to give you the opportunity of consulting your officers in the hope that you may in some way or other help us to improve our means of ammunition supply, which would then be available for your squadrons in all grave emergencies. Other members of the Conference more competent than myself should cope with the great questions raised. We should have an opportunity of seeing your remarks in print. They most decidedly are serious enough for much consideration. Clear as is your exposition, it raises so many matters of moment to us that, to treat them as they deserve, more time for reflection and more detail would be required. I therefore do not touch on the question of coaling or the variety of other interesting problems suggested.

Sir JOSEPH WARD: Lord Elgin, and Gentlemen,—I begin by saying that the value to the different countries—I speak, of course, specially for the one that I represent—of having an opportunity of hearing the views of Lord Tweedmouth, as First Lord of the Admiralty, to whom we look as the head of the Naval Branch, is very important indeed. I want to convey for New Zealand my concurrence in the expressions that Lord Tweedmouth has given utterance to, that we should have confidence in the Board of Admiralty and in the British Government in connection with the Navy. I subscribe

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to that absolutely. The people in our country believe—and, of course, I am speaking on behalf of the people of our country—that the great interests, enormous as they are, extending throughout the Empire, must of necessity receive first consideration at the hands of the Board of Admiralty and of the British Government of the day. I am very glad indeed to hear Lord Tweedmouth say that it is his desire to make the position of the Empire more secure than it is at present. That great object is at the bottom of the representation that the Colonies have here in connection with Defence matters. We want to assist as far as we can in making our general position stronger and more secure than it is at present, though it is happily very strong indeed. I want to say that I fully endorse the view expressed by Lord Tweedmouth, that there is but one sea around our shores, and that with one sea and one Empire, there should in reality be but one Navy. The outcome of deliberations such as we are engaged in now, should be to place both ships and the disposition of the ships, and the distribution of the ships and the whole question of strategical work, entirely under the control of those at the pulse of the Empire—London; who are responsible in the time of war for the working out of any engagements that may take place for the purpose of common defence. In any help that New Zealand may be able to give towards the building up of a stronger position, that main principle should be recognized, and will be, certainly by my Colony. We regard the custodians of the Navy, the Board of Admiralty, as those who, being at the seat or pulse of the Empire, are the authorities in times of war to govern the Navy. We also recognise that they are responsible for the defence of our commerce on the seas, either in our part of the world or elsewhere, which Lord Tweedmouth has referred to. How far we can help in a subsidiary or supporting manner, which we will readily do, is a question to be decided upon in conjunction with the Home Government. The details will certainly be improved as the result of this Conference.

I am prepared to cordially co-operate with Mr. Deakin as the representative of the Commonwealth of Australia in helping him to attain whatever his country conceives to be desirable for the purpose of carrying on the great work of the defence of that portion of the Empire. I was very glad to hear Lord Tweedmouth say that different countries could be treated, and he was prepared to have them treated, in different ways. In some respects we may require totally different treatment, while in the main co-operating to effectuate a strong position generally. It is important, from the view which I take of our country, to briefly indicate what the position of New Zealand is, and its difference in some respects from the Commonwealth of Australia and the great Dominion of Canada and Great Britain itself, which is so important a part of this great organisation. Our country is comparatively young; under 70 years of age. We have before the people in New Zealand still the work of the interior development of a country which in the years to come will be capable of carrying 20,000,000 of people without any difficulty. We have under one million of population at the moment. We have all the ramifications of the development of great public works, so essential as a provision for the future to enable people to settle in the interior of our country. We have still before us the making of the railways throughout our country. Though we have between two and three thousand miles of railways open to-day, it is comparatively speaking but the fringe of what the future years will require to have established in the country in order

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to meet the requirements of its people. That is one aspect of the matter which any young country such as the one I represent, with its future all before it, has to very seriously consider. Whilst anxious to help the Old World and the other portions of the Empire in making a system of common defence upon both land and the seas, the all-importance of which we recognise to the fullest possible extent, we have still to keep before us as a young country, the fact that in the future many millions of money will be required for the country itself to carry out great undertakings that in the Old World have been carried out, many of them, such for instance as your railways, by private enterprise. In our country those undertakings of great public utility are not carried out on the basis of private enterprise, but by the State. That work must devolve in the future very largely upon the State. It is because of the fact that we have these great undertakings that may take years to fulfil in the future before us that we should hesitate to impose upon ourselves the burden of the construction of ships of war, or of any great liabilities connected with the maintenance of ships of war, or any great financial responsibilities other than we actually commit ourselves to in a defined agreement. In the meantime we cannot see our way to undertake this possibly heavy financial responsibility side by side with the great development policy which is very important to New Zealand, as its success is to the Old World from the point of view of the aspects of trade, and from the potentiality of the settlement of British people within our borders—important also from any direction which one could name. It is for these reasons, in brief, that New Zealand hesitates to embark upon so great an undertaking, in favour of which there is a vast amount to be said, as establishing a local fleet for the purpose of local defence, with the attendant repairing and large dockage accommodation such as has been referred to by Lord Tweedmouth. We have, with a comparatively small population, to consider the position from a practical standpoint, and to see how far we can go in the direction of co-operating in a practical way with the larger scheme suggested in the observations made by Lord Tweedmouth.

I want to say that the statement made that the Admiralty is prepared to meet the colonies in a liberal and conciliatory manner, and if necessary not upon a money basis only, is a matter which is deserving of the fullest consideration at the hands of the country I represent. I desire also to make it quite clear that I do not say that in any future agreement we make for our country we should give a money contribution only to assist in the up-keep and maintenance of our portion of the Navy. I gathered from the observations of Lord Tweedmouth that the British Government is prepared to entertain a manning proposal. Whatever is the maximum amount we may elect and agree to contribute—and I may say at once we are prepared to give more than the 40,000*l.* a year that we are now giving—if that is converted into a proposal for the manning of ships and the paying for the manning of those ships in our portion of the world, still leaving them at the full disposition of the British Admiralty even though we pay for the full manning of them, I am quite prepared to consider whether we should not undertake to relieve the central authority of difficulties which now arise in connection with the manning of our ships, such as having two rates of pay for the crews, and whether we should not man them completely at one rate of colonial pay, outside, of course, the Imperial officers required to control them, which I presume would be necessary, under the direction of the Navy. I am

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quite prepared to consider for our Colony whether we should not change our contribution from a maximum amount into an amount to be expended on the manning of the ships which the Admiralty may think it desirable to keep in our waters.

With regard also to the suggestion made by Mr. Deakin of the necessity for further consideration after we have seen in print the important speech delivered by Lord Tweedmouth, I want to reserve final judgment upon the great issues involved until one has had that further time to consider it. But I think this is too important to allow it to pass in the first instance without saying a word or two upon certain aspects of it which struck me as Lord Tweedmouth placed them before us. The method of putting smaller ships out in our waters than those required at home and other places abroad is one I take no exception to whatever. One recognises the principle that in times of warfare the whole strategical work and the whole disposition of the ships is to be under the control of the Admiralty, and that they, with the various classes of ships in the different portions of the Empire, will use their greater ones wherever required, and also that they may either elect to keep for the purpose of local defence the smaller subsidiary vessels such as we have in our country, or to call them somewhere else to assist in times of stress. Upon this question, however, I want to say that if it were possible in any scheme which the Board of Admiralty and the British Government lay down to have some unification, even although we changed our contribution to one of paying for the actual manning of vessels, it would in my judgment be very much better from the standpoint of New Zealand to have that uniformity, whether Australia carries it out upon its own account or whether we remain attached to the British Navy entirely. That uniformity of system would, I think, add very materially to the swift and practical working of the Navy in times of trouble.

Lord Tweedmouth suggested that the Colonial Governments should equip and maintain docks for use by His Majesty's ships. Upon that heading I agree with the principle suggested, but of course there must be a limit to a proposal of that kind as far as New Zealand goes. Already we have co-operated with the Admiralty, and we have at least one of the docks in our country which is capable of taking, I think I am right in saying, any of the ships that are out in our waters—that is the splendid Calliope dock in Auckland. Within the next few years we shall have a very large dock finished at the port of Wellington, which will also be capable of accommodating any of the ships likely to be retained in our waters; and we have two other large docks in New Zealand already, one at Lyttelton and one at Port Chalmers, where there is also a second and a larger one now being built. I foresee one possibility, and that is, if an Australian Squadron were to be kept out in our waters, and our existing docks, or the docks about to be constructed, were not of sufficient length to cover the ships out there, we should be placed in a very awkward position if the duty were cast upon us of equipping and maintining those docks entirely, and for this reason: we have a different method of initiating and carrying out the construction of docks in New Zealand to what exists in the Old Country. We have what are known as Harbour Boards, and in one case a Dock Trust, elected by the people from different portions of the district, and upon which some Government nominees are appointed for the purpose of looking after the general interests of the habours and docks of New Zealand. There are two possibilities that

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may arise about this suggestion, and I make it in order that the point may be further considered as to whether the Admiralty should not define what is to be the dock of the future in our waters so far as capacity goes for the berthing of these ships. Take the case of Wellington. If they finish a dock 600 feet long in the course of 18 months, British ships may be sent out to our country 650 feet long. I am not giving 600 feet as the length of the Wellington dock, as it may, and I think is to be, much longer. I am giving an illustration only. It is a good thing to encourage in our country the providing of suitable docks for repairing and meeting the requirements of ships in view of any time of trouble, if we should ever have trouble out in our waters, though I very much doubt it. I think the settlement of the troubles of the Empire, whenever they arise, will be far distant from the colonies. If an opponent of the British Empire wanted to settle the question of who is to be supreme upon the seas, or who is to take, if they can, any portion of the British Empire, it is hardly conceivable that they would come out to our waters to settle questions of that kind, through New Zealand itself is too valuable to neglect in any way local defence. I do not want to raise questions which might be looked upon as troublesome, but we do fear some of the eastern countries, whose teeming millions, so close to Australia and New Zealand as they are, under an educational process in the years to come may find the attractions of our country sufficient to induce them to give us some trouble. I think, in any arrangements we make with the Admiralty for our defence upon the seas in the common interests of the Empire as a whole, if we are to make that arrangement of a practical nature and the people of our country are only too anxious to help—this all-important question of equipping, maintaining, and providing docks should be considered upon a practical basis, and the Admiralty itself might convey to us, for our information, what length of dock for ships in our waters may in their judgment in the future be required. I may say that, under the system of constructing harbour board docks in New Zealand, we would go a long day towards meeting the requirements of the Admiralty in the different parts of the Colony.

I wish to say one word about this question of coaling. The New Zealand Government has seen its responsibilities connected with coaling in our country for a number of years. I think at the moment, in round figures, we have either provided for or guaranteed the debentures to enable some of our west coast ports in New Zealand to be first-class coaling places for the purpose of the exportation of coal, and we have done so to the extent of over half a million of money. I listened to that portion of the observations of Lord Tweedmouth with special interest. In our country special facilities at Westport and Greymouth could be provided of a very satisfactory kind, and they certainly could be provided in Australia at the Port of Newcastle: a harbour for the largest ships in the world could be provided at a place called Point Elizabeth near Greymouth, and the finest coal in the world could there be put aboard ships loading down to any ordinary draught. If we can arrive, as I hope may be the case, at some system of meeting the local sentiments of these self-governing countries as to how those ships, under the control and disposition of the Board of Admiralty always, should be equipped and manned, I think the coaling matter is of sufficient importance to enable us to probably arrive at a basis which in the course of a year or so we might be able to put into practical shape. I want to take this opportunity

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of saying to Lord Tweedmouth that the difficulty which has presented itself by having two rates of pay on board the ships in our waters is one that we cannot lose sight of in considering this matter with a view to having it placed upon a better basis. The rates of pay generally in the Colonies are higher than they are in the old world. In order to meet the natural sentiment of the people there the Admiralty have, with very great consideration, in the past agreed to a dual system of pay on board those ships. Under that differentation of pay there naturally must arise a certain amount of friction and dissatisfaction, especially on the part of a man who is working side by side with his fellow on board any of the ships who is receiving a much lower rate of pay than the Australian or New Zealander is. That statement seems to me to emphasise the great importance and desirability of these vessels being manned entirely, so far as the crews are concerned, from the Colony itself, and probably a rate of pay could be fixed by which they could be borne in sufficient numbers to meet the position now filled by a portion of the men being drawn from the old land, and a portion from the new land. In any case, if it cannot be arranged in the way I am endeavouring to suggest, New Zealand will be quite prepared to have what I know has been talked of and referred to in despatches, the system of deferred pay for our men put into operation, so that they may draw the same rate of pay as the British men on board those vessels until the time came for paying them off, when that deferred pay would be paid out to them. I need not, because it must be very familiar to Lord Tweedmouth and those associated with him, refer to the troubles which arise owing to the higher class of pay being paid to the men in these places now.

I want to make it clear upon the details of any scheme for the betterment of the Navy and for the more effective working of it, that I should be only too glad with my friend Mr. Deakin and any of the other gentlemen here to have an opportunity of conferring with those who are responsible and with Lord Tweedmouth, who has made such valuable suggestions to us to-day.

I will not take up the time of the Conference further at present upon this matter. I have a great deal of detailed information in my possession. I hope as the outcome of the Conference that we are having with the responsible representatives of the Board of Admiralty and the British Government here, that if each Colony wishes separate treatment, as has been referred to by Lord Tweedmouth, we will get it. I am sure we will be able to arrive at it, while allowing the people of the respective countries through their Governments to carry out such a local system as they believe to be best suited to their individual circumstances. I look forward to the outcome of the discussions which we are having across this table as going in the direction of enabling us to join with the Board of Admiralty and the British Government in helping generally in making our Navy stronger and better than it is at present.

Sir WILFRID LAURIER : Mr. Brodeur will speak for Canada.

Mr. BRODEUR: Lord Elgin, and gentlemen, in view of the remarks made by Mr. Deakin and Sir Joseph Ward, it will not be necessary for me to-day to state the position which Canada intends to take in regard to this question of Naval Defence. Our situation is a different one to that of the other Colonies, and should be treated as such. I think, however, it would be only fair that I should state to-day that

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the position of Canada has not been properly represented as far as Naval Defence is concerned. I see by a document which has been laid before us that we are supposed not to have spent any money at all upon Naval Defence. That document shows what has been spent by the United Kingdom, by Newfoundland, Australia, New Zealand, the Cape, Natal, and when it comes to speak of Canada, it is simply stated there that the Naval expenditure is none. I may say at the outset that in view of the Treaty which was made in 1818 between the Imperial Government and the Government of the United States, it was formally stipulated that the Americans should have the right to come and fish on our shores, and that they should have the right also to come into our harbours when they are looking after their fishing. Outside of that, they have a right also, in virtue of that Treaty, to go to some parts of Canada to fish on the same footing as the Canadian British subjects. This particular situation, which was created in Canada by that Treaty, induced the British Admiralty to look after the defence, or after the protection of Canada, against the poaching of these American fishermen. That duty was performed, and that protection was given to our own people during many years by the British Admiralty, but for some time, especially since 1885, absolutely nothing has been done by the British authorities. All expenditure in connection with that Fisheries Protection Service has been carried on, incurred, and made by the Canadian Government. I understand that in England the Fisheries Protection Service is also under the control of the Admiralty, and all money expended for that service is found by the Admiralty. I do not know whether, in the amount which is given in that paper as being the expenditure of the British Admiralty—33,000,000*l.*—that particular service is included or not. I suppose it is.

Lord TWEEDMOUTH: The Newfoundland one?

Mr. BRODEUR: No, I meant the Naval expenditure of the United Kingdom, 33,000,000*l.*, as the money expended for Naval purposes. I suppose that includes the Fisheries Protection Service too?

Lord TWEEDMOUTH: Yes, certainly.

Mr. BRODEUR: Of course, we would claim that the same thing should be done with Canada—that the expenditure that we make for the Fisheries Protection Service in our country should also be given as money for, and should be considered as, Naval expenditure.

I must also say that this obligation which we are carrying out to-day is to a certain extent not simply a local obligation but an Imperial obligation, because that obligation was incurred in virtue of treaties, those treaties having been passed between Great Britain and the United States without, of course, the consent of Canada. We are very glad to-day, however, to take upon our shoulders the expenditure in connection with that service. I may say that since 1885—since the abrogation of the Washington Treaty— we have spent for that service 3,147,990 dollars, and last year, 1905-6, we spent 250,000 dollars. I may say this year the money to be spent will be very much larger, because we are going to construct a cruiser which will cost us about 500,000 dollars, or 100,000*l.* As I say, we have been very glad to take over this service and to relieve the Admiralty of so much. The same thing has been done with regard to the great lakes and in connection with the great lakes I might call the attention of the Conference to this point. It is not to be supposed, I think, that the Admiralty could do anything on the great lakes. It would not be a

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very easy thing to do. This service, then should be taken over entirely by the Canadian Government. As a matter of fact, it was done by the British Government for some time. They had some boats there, but those boats went away, and they were replaced by Canadian boats. We have to-day on the lakes a boat which is an armed-boat which is looking specially after the protection of our fisheries against the American fishermen, not only for the carrying out of the local regulations, but mostly, and I may say almost exclusively, for preventing the Americans from coming and fishing in our waters. We have on the great lakes (large seas, properly speaking) American States bordering those great lakes, and they are having navies of their own now. I think that three States bordering on the three great lakes, Ohio, Michigan, and Illinois, are spending not less than 15,000,000 dollars themselves for keeping up a navy on these lakes, and are drilling their men on the shores of the lakes. Besides, they have some ships which are not armed—because it would be against the provisions of the treaty—but built in order to be prepared in case of emergency. As far as Canada is concerned, one of the first duties we shall have to look after is our protection in connection with the great lakes. I may say that the wars we have had since 1763, since Canada has become part of the British Empire, came from the United States. We had an invasion in 1775, we had an invasion in 1812, and we had the Fenian Raids in the Sixties. All those invasions came from the United States. So we have to look specially to protect ourselves in that direction, and I may say we have been doing it as far as the great lakes are concerned, not to a very large extent it is true, but to the extent of spending a sum of money which is quite important for a country of the size of ours.

Now with regard to our Naval Militia, which comes under my Department, we have been, as I said, spending some money for the Fisheries Protection Service, and carrying out in that way not only some local self-defence, but also Imperial obligations, and I am sure we have been very glad to do it, and are glad to continue to do it. We established a couple of years ago a cruiser for Canada which is manned entirely by Canadian seamen. Those men are now drilling every day. We have a certain number of young men on that boat drilling every day and taking exercises, and acquiring knowledge in connection with Naval matters.

I may say also in connection with that that we have been assuming some parts of the work which was done previously by the Admiralty not only in connection with the Fisheries Protection Service and Naval Militia, but also in regard to certain other matters. We have established wireless telegraphic stations. Several of them have been established on the Atlantic coast, and we are now under contract to establish some others on the Pacific coast. We have been asked by the Admiralty authorities to consult with them with regard to the communications of those different stations. We have been very glad to do it, and since we received that communication from the British authorities we have not established any of these wireless telegraphic stations without consulting with the British Admiralty. Those services are costing also a great deal of money, and are not included in the amount of money which has been given as our part of our Naval expenditure, though I suppose that the expenditure made in connection with wireless telegraphy in England is also under the control of the British Admiralty, and is included in the amount which is given here.

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We have taken over also the Hydrographic Survey, and we are to-day extending the Hydrographic Survey. We have engaged the services of a naval officer of the British Admiralty for the purpose of making our Hydrographic Survey. We are building a boat on the Pacific coast for that purpose also and we have two boats now engaged on that service on the Atlantic coast. I know that the British Admiralty have some two boats; I think one in the Atlantic Ocean and the other in the Pacific Ocean, now making some hydrographical surveys. We are ready to take over this service at any time the British Admiralty would like us to do that work.

We have taken over, or are going to take over, the Halifax and Esquimalt Dockyards—in fact, we are in possession already, from the 1st January, of the Halifax Dockyards. I do not know exactly how much those dockyards were costing the British Admiralty—or the one at Halifax, but I may say we have asumed all the obligations in connection with those dockyards, and we have provided specially that the amount which the British Admiralty was to pay as an annual subscription to the graving dock at Halifax would be paid by us instead of by the British Admiralty. We have, as I have said, provided for the establishment of docks at Halifax and Esquimalt, so I think it would be only fair that in the statements published giving the monies spent for naval expenditure, the amount spent by the Canadian Government in connection with those different Services I have just mentioned should be included in such Naval expenditure.

I do not think for a moment it will be necessary for me to discuss the question further, because I understand the discussion will be taken up on some other day.

Dr. JAMESON : I will ask Dr. Smartt to speak for Cape Colony.

Dr. SMARTT : Lord Elgin, and gentlemen,—I think that, as the result of the interview which Lord Tweedmouth was kind enough to grant to Mr. Moor and myself with regard to the naval defence of South Africa, he is thoroughly in possession of the views of the Cape; and I therefore listened with all the more pleasure to the clear statement made by him and the express statement that the Admiralty would view, in the most sympathetic manner, any proposition coming from any self-governing portion of the Empire with a view to improving the naval resources.

Now I can thoroughly understand the position taken up by Canada's representative, which is, to a certain extent, moving in the direction laid down by Lord Tweedmouth as one of the express lines of policy desired by the Admiralty. Canada, it is stated, is doing a great deal in the direction of improving her harbours, which harbours would not only be of assistance to herself, but also to the Admiralty in time of trouble. But I think a great deal of the expenditure referred to in connection with what might be described as the policing of the seas with the view of protecting their Fisheries, is similar to that made (perhaps in a much heavier way) by the Cape Colony and Natal in connection with the forces which, owing to the large native population, it is necessary to maintain and which is not the case in other Colonies. But, Lord Elgin—I do not think the people of Cape Colony would for one moment desire to raise that as an argument to prevent our meeting the legitimate obligation that rests upon us as a portion of the Empire in assisting Great Britain in her naval defence, and I think Mr. Moor will say the same of the people of Natal. Lord Tweed-

mouth has told us of the enormous work done by the Navy. I think that is recognised by every portion of the Empire; and while we are pleased to hear of the magnificent position in which Lord Tweedmouth and his responsible advisers consider the Navy to be, we in the outlying portions of the Empire, recognising, as was laid down by Mr. Haldane in his statement on Military Defence the other day, that the first line of defence is the Navy, and that, if that line of defence is broken through, the whole fabric of the Empire will crumble to pieces, are prepared to recognise that we should do everything, with the assistance of the Admiralty, to try and make that first line of defence, if possible, still stronger than it is at present.

On behalf of Cape Colony, I at once acknowledge that the contribution that we give at the present moment is not adequate to our position, and is not adequate to the services that the Navy renders to us. We are now trying to do something to infuse a spirit of enthusiasm into our young men to come forward and enrol themselves in a corps of Naval Volunteers, and I trust the Admiralty will meet that corps by allowing it to be established as a force not of Naval volunteers but of Royal Naval Volunteers. I am able to state that it is the intention of the Government to introduce a Bill into Parliament next session whereby every member of that Naval Volunteer force will enrol not only for service in local waters, but for service in any part of the world that the British Admiralty might consider such service necessary should a period of danger unfortunately arise. We, to be able to keep up the necessary spirit of enthusiasm in a force of this sort, must have some means of giving them practical training; and I gather from what Lord Tweedmouth has said that the Admiralty will be prepared to treat sympathetically every portion of the Empire on a basis best suited to its individual requirements, and further will be prepared to do what would be very acceptable to that Cape; that is, allow us to take over a small ship, necessary for the training of these men, and, until other arrangements can be made, to devote to the upkeep of that ship a certain portion of the grant that the Cape and Natal now gives towards the British Navy.

I also fully agree, and am perfectly certain that the people at the Cape will agree, in the necessity of assisting the Admiralty, that we outlying portions of the Empire should provide small craft, such as submarines and torpedo-boats, not alone for the defence of our shores, but to be joined on to any squadron sent from Great Britain in periods of great emergency, it being a great difficulty, or almost impossible, to send torpedo craft many thousands of miles to sea. As the Admiralty say they would welcome a departure of that sort, I think the people at the Cape, knowing that they were really fundamentally assisting in building up the Navy, would, when times improve, be prepared to increase their contribution; and I also presume that that would be the position of Natal. I hope that we would be joined in that position—especially as the spirit of federation is now so strongly evident in South Africa—by the inland States, that is the Transvaal, the Orange River Colony, and perhaps Rhodesia. I think everybody recognises the burden upon the British taxpayer. I should think at the present moment, Lord Tweedmouth, that the Admiralty is taking out of the general taxation of Great Britain something over 20*l.* out of every 100*l.* for the up-keep of the Navy. You are paying roughly, I suppose, 15*s.* or 16*s.* per head of your population. Well, in comparison with that, look at the contribution of the Cape—(50,-

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000*l.* a year), and the contributions of the other portions of the Empire towards the up-keep of the Navy. It is about a sovereign, perhaps, out of every 100*l.* of the general revenue. We must recognise that while it is of the first importance to Great Britain to protect her enormous over-sea trade, it is also of equal importance to South Africa, and to the other portions of the British Empire, to protect their trade over the seas—which is of as great importance to them as the trade of Great Britain is to her. If the Admiralty would work out a scheme and discuss it with us, we would be prepared to see how far we could work up in that direction, so that our contribution would be of the greatest possible assistance to the Admiralty; and the assistance in this direction would naturally appeal much more forcibly to the people and give them a stronger individual interest in the fleet than simply a monetary contribution would do.

With regard to docks: that is also a matter in which we could assist, but I would like to point out that as these docks would not alone be used for commercial purposes, but also for naval purposes in time of war, they would be practically useless if they were not adequately defended. Another matter on which we would like to have the advice and assistance of the Admiralty, is as to the character of the defences in such an important strategical portion of the Empire as Cape Colony, because, if we find that it is necessary, as we think it is, to improve those defences, we would be quite prepared to discuss what our proportion of the contribution towards the improvement of those defences should be. Lord Tweedmouth has told us that the Admiralty are increasing their dock accommodation, and that there are already some thirteen docks that will take in ships of war even of the size of the "Dreadnought," and that one of those docks is, I believe, Simonstown. Now I presume that, from an Admiralty point of view, it is not alone the question of the size of the dock to accommodate a ship of a certain tonnage, but the question of a ship being able to get into that dock under all conditions of weather. I would like to be assured by the Admiralty on this point as to the docks at Simonstown. The advice I have is that, as the Simonstown Docks have been constructed, at the present moment in the prevailing winds at certain seasons of the year (that is during periods of howling south-easters) it might be very difficult for a ship to get into the Simonstown Docks. I would like to be assured that the necessary works to allow that to take place are under contemplation by the Admiralty, because to have a dock which you are not able to use in all weathers (especially in time of war) to my mind, detracts enormously from the value of that dock; and I hope that this is a point that the Admiralty will fully consider before it is too late and the Simonstown Docks are fully completed.

Before we return, we hope that, with the advice and assistance of the Admiralty, we shall be able to devise some scheme whereby our Naval Volunteers will be established and strengthened in number, in conjunction with Natal; and also that the Admiralty will advise us as to what is the best manner in which we can move on the lines of the policy laid down by the Admiralty. I think the people of the Colony would welcome a departure of that sort, and I believe would recognise that, if further contributions in such a direction were necessary, they would be willingly met by the Colony.

Sir ROBERT BOND: Lord Elgin, and gentlemen.—For more than 400 years the Fisheries in Newfoundland have been a recruiting

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ground for the British Navy. It is so to-day. It may be so to a far greater extent in future than it is at present, for there are some 60,000 fishermen engaged in that Colony of a physique developed by their avocation, which makes them most suitable for His Majesty's Navy.

In 1902 I entered into an agreement with the Admiralty, on behalf of my Colony, in the matter of the establishment of a Naval Reserve, which should be liable for service, if found to be necessary, beyond the limits of the Colony and in any part of the Empire. Up to the present time it has been a very marked success indeed. On the roll there are now some 590 men who have distinguished themselves in His Majesty's Service, according to the reports of the Commodores upon that station. Any large contribution that the Colony may give in the future must be in the direction of the service of such men. This is necessarily so because while the Colony that I represent is not like that of my friend, Sir Joseph Ward, a new Colony, for on the contrary, it is England's most ancient Colony, still the conditions that apply there at the present time are almost identical with those that have been pourtrayed by Sir Joseph Ward. The Colony for the most part is an undeveloped one. The expenditure necessary for its development must come from the resources of the Colony. We stand in an exceptional position amongst all other Colonies of the Empire, I think, in that we have not received any assistance from His Majesty's Government—money assistance, I mean—in the direction of promoting the industries or the development of the Colony. Yet at the present time the Government owns some 700 miles of railway, nearly 1,500 miles of telegraph, 300 miles of cable which connect the Colony with the neighbouring continent, and a dock which up to a very recent date was pronounced to be one the finest in British North America. All these great undertakings have come out of the funds of the Colony itself. In the future, I take it, we shall have to look to our own resources, and such being the case, as I mentioned a moment ago, any large money consideration or contribution towards the Navy can hardly be expected from the colony of Newfoundland.

There is a matter that I am pleased my friend the Canadian Minister of Marine has touched upon, namely, the expenditure incident to the policing of the waters consequent upon treaties entered into many years ago by His Majesty's Government with certain foreign nations. While the liability of expenditure to which my friend the Canadian Minister referred only applies to the Americans in his case, we have a further obligation in the Colony of Newfoundland, inasmuch as by virtue of a treaty entered into with France many years ago, she occupies St. Pierre and Miquelon islands off our south coast, which are a continual menace to our revenue. What I mean is this, that system of smuggling has been carried on from St. Pierre for a number of years. We have estimated the loss to our revenue at something like 150,000 to 160,000 dollars a year. We have to police—at very considerable expense to our revenue—the waters of the south coast in the neighbourhood of St. Pierre and Miquelon. We also have to police our waters right around the whole coast line of nearly 4,000 miles to protect our fisheries and protect our revenues from encroachment at the hands of the American fishermen. My friend, the Canadian Minister of Marine and Fisheries, has contended, I think, with very much force and very much justice to his Colony, that the expenditure incident to that protection service ought to appear really as a contribution from his Colony towards Naval

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Defence, because unless the Colony provided that protection service itself I take it it would be regarded by His Majesty's Government as a duty incumbent upon itself to supply such protection, inasmuch as the necessity is one that the Colony can hardly be held responsible for. The argument applies with greater force in the case of Newfoundland. The treaties are of old standing, namely, that of 1818 with the Americans, and the Treaty of Utrecht with France more than a hundred years older. They were made without the consent of the Colonies by the Imperial Government in the interests of the Empire. Therefore I respectfully submit that the expenditure that the Colony is called upon to make for fishery portection service by reason of those treaties might be properly regarded as a contribution toward naval expenditure.

Under the agreement that was entered into in 1902, to which I have made reference, the liability of the Colony is to the extent of 5*l.* sterling per head for every man recruited in the island, His Majesty's Government assuming the whole of the balance of the expenditure in connection therewith. The arrangement that was made having worked out entirely satisfactorily to the Colony, and I believe, entirely satisfactorily to His Majesty's Government, I assume there is no reason for any revision of the agreement that is existing.

I have only to add that I shall be pleased to recommend to my Government a further increase to the amount that is at present being contributed if it is deemed desirable by His Majesty's Government to increase the number of reservists in the Colony. I will go so far as to say that we would assume double our present liability upon the same basis as that set forth in the existing agreement.

With regard to the matter of dock provision. The Colony built a dock some years ago, at a cost of some 650,000 dollars, and it is regarded as one of the largest docks, if not the best, in British North America.

With respect to coaling facilities for His Majesty's Navy the Colony at the present time is expending a very considerable annual amount in developing the coal measures, which not only exist on the south west coast of Newfoundland, but also in the interior of the island, and it is hoped that these deposits will be such as to warrant us in going much further than we have gone up to the present time, and at no distant date offer facilities for naval supplies. The coal is of excellent quality.

We are also encouraging the development of the petroleum areas of the west coast. When I was in England in 1905 the Admiralty communicated with me in respect to the petroleum areas of the west coast, and showed very great interest indeed in the possibilities of that country. Mr. Pretyman, who was at that time Parliamentary Secretary to the Admiralty, assured me that the matter was of special interest to his Department, and expressed a hope that the Government of the Colony would do what it could to aid in the development of those deposits. That we have done, and that we are still continuing, and I hope the efforts in this direction may yet result in being of material advantage to His Majesty's Navy.

I have nothing further to add at present.

Mr. F. R. MOOR: Lord Elgin and gentlemen,—I have to thank Lord Tweedmouth for the clear way in which he has laid big problems before us this morning, and I have also to thank him on behalf of Natal for the sympathetic way in which he seems to have met both the

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Cape Colony and the Colony I represent in the direction we have been indicating to him at a conference that Dr. Smartt has already referred to.

We feel that in South Africa individual Colonies, divided as they are at present, are not sufficiently strong to do all that they should be doing towards helping the British Navy, and as far as the Cape and Natal are concerned, having duly talked the matter over, we feel we might more adequately assist if we had some kind of union together with the advice and the assistance of the Imperial Government. Our idea is that being more or less in union with each other, we shall have better results, and will be able to have more scope for the movement we are trying to promote in these Colonies. For some years in Natal, and I believe also in Cape Colony—in fact I know it is so—we have had a movement there started, so far as Natal is concerned, by the late Mr. Harry Escombe, who was one of the best public men we ever had in the Colony, to promote a spirit of assistance towards the Imperial Government in regard to harbour matters and the building up of the Naval Reserve. He, my Lord, was the father of the corps that we now have in Durban, known as the Naval Reserve Corps. This corps has done admirably, is very enthusiastic, has been in the field on several occasions, and took a most prominent part in the late outbreak that we had there—the rebellion. But this corps is more or less dying of inanition, because it feels that it is not having recognition as regards its value or its services in a direction that it is essentially organised for, that is, with regard to its naval training. We cannot give that naval training or promote any further that spirit of assistance unless we have the assistance of the Admiralty. And, as already indicated by Dr. Smartt, it did occur to us that if the Admiralty could help us with a ship we might be able to utilise the services of these men with the ship, as between different ports on our coast, and give these men the sea training which is so essential not only for their use, but in keeping alive the movement. I would bring the movement closely in evidence; it would bring it to the notice not only of these men but to the notice of the Colony, and would raise a spirit of enthusiasm which we cannot hope for unless we do have something of that sort.

From the statement we have had this morning it seems that the Admiralty is realising there may now come about a new departure with regard to the defence of these outlying portions of the Empire, that is in the direction of the utilising of smaller craft. These scientific craft are highly technical, I take it, but they could be used in our waters very effectively, not only in the event of war, but in the meanwhile for the training of our local people, and also as one of the best means for repelling any threatened attack by a cruiser or any ships an enemy might put round our coast, and deterring perhaps, the attack from being delivered.

That being the case, I feel that I should put myself here entirely in the hands of the Admiralty and the Home Government as regards advice. We are here to learn, to exchange ideas with you, and where possible to give you every assistance in our power, and if our first crude idea is not one that commends itself as the most efficient to the Admiralty, by all means let us take advice, and I promise that we will do our best to forward the movement that Lord Tweedmouth has indicated to us this morning.

I can only say this, that as regards our local defences we are trying

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to do our best. My little colony has just spent some 700,000*l.* or 800,000*l.* of money in quelling a rebellion among the natives. That is a danger we all of us in South Africa have to face, and I think we do fully realise that we have to face that in the future and we have to provide efficient men and means for being able to govern these people without looking to the Home Government. Putting it against the arguments that have been adduced by the representatives of Canada, and also the last speaker, Sir Robert Bond, I do humbly submit that it is a set off to the arguments that have been adduced as regards policing their waters. We have in Natal made and wrenched from the reluctant hands of nature one of the finest harbours in the southern hemisphere and it has cost us millions of money to do it. That harbour to-day is at the disposal of the British Navy, with all its furniture and all its conveniences, and all we ask of you is to advise us how to turn those facilities, that we have carried out entirely at our own expense, to the greatest advantage for the common good. I do not say it with the idea of trespassing on the claims of my sister colonies in South Africa, but we have the finest coal that has yet been discovered in South Africa. That coal is available in any quantity that you may desire at our harbours, and we are providing these facilities for handling it and for getting it into depots as may be desired in the interests of its use not only commercially but for defensive purposes.

I feel that this contribution we are now giving in money would be perhaps more advantageously spent if it was more in the direction of men and material—a direction that would appeal to the people, so that they would have evidence that it was really a living organism which we had started and it would encourage them to go on with the good work. With regard to what Dr. Smartt has said as regards increasing the contribution, when the time comes that we can afford it, and when we have, as I hope we shall have, the federation of our Colonies an accomplished fact, I do trust that we will be able to increase our contribution. But I do trust also that the Admiralty will meet us in getting that contribution made more in the direction which I have tried to indicate than by simply a cold lump sum, voted on our estimate, for which we have no actual evidence as directly concerning the people we represent.

I have nothing more to add, only I wish to emphasise that I do thank Lord Tweedmouth for the kind way in which he is trying to meet our views, and I hope that with the advice of the Admiralty some good will come out of the movement we are attempting to advance.

General BOTHA: Lord Elgin and Gentlemen, the Transvaal is in a unique position with regard to this question. We are inland and we have absolutely no harbour. I was nearly going to say our friends in the Mother Country always kept us well away from the sea.

I have gone through this Statement, and the 177,000*l.* that is our expenditure in the Transvaal only indicates the sum we spend on volunteers. But there is another force in the Transvaal on which we spend a big sum of money. This is a force that was brought into existence after the war, and which is there still. It is the South African Constabulary, and that body costs the Transvaal about a million pounds every year, so that our expenditure is really very much more than would appear from this Statement.

On the item of expenditure on the Navy we figure as nil, but the question arises with me whether it would be practicable to give a sum

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of money. I think the best way in which we at present in the Transvaal can assist the British Empire in general is to get the Transvaal to unite with the rest of South Africa in a practical way on the question of defence. The position is to-day that although we are spending very much money we practically have no reliable defence in the Transvaal. And we notice especially with regard to the recent rebellion in Natal that we are not sufficiently prepared for all contingencies. In South Africa we have a situation which may become a very serious one and a menace to our position, and if we do not set to work very carefully there, we run the risk that one day possibly half of the white population may be mown down without our being in a position to help them. Bearing this in mind, my opinion is that we should federate, at any rate with a view to defence, in order to remove the possibility of such a danger. I have not had the opportunity of discussing the question of a naval contribution or aiding the British Navy with my Government, and still less with the Parliament of the Transvaal, but what I have in my mind's eye to propose is a system of defence for the whole of South Africa, and if the Parliament of the Mother Country thinks we can aid the Empire in that respect, we shall be prepared to spend a large sum of money for that object. I think that at present we are so constituted in the Transvaal that we shall find it difficult to make a contribution to the Navy by way of a money payment.

CHAIRMAN: Gentlemen, the First Lord of the Admiralty would like to say a few words in reply to the observations which have been made, but I think that he agrees that effect must be given to the request of Mr. Deakin, who has been called away by another engagement, that there should be another opportunity of resuming the discussion later; therefore I propose to ask Lord Tweedmouth to make his reply now, and I will make a suggestion with regard to the resumption of the debate when I mention the other arrangements at the conclusion of the meeting.

Lord TWEEDMOUTH: Lord Elgin, and gentlemen. I think that the general discussion and the expressions of opinion on the part of the Prime Ministers who have spoken is very satisfactory. I think they form a good basis for an eventual agreement on the lines which I have ventured to foreshadow. Of course it is impossible to settle details now and here. I hope that some of the Prime Ministers and their friends will come and talk over that question with me as to how the wants of each particular Colony may be met in the sort of way that I have roughly suggested.

There are just two or three points that I think I ought to allude to. The first is the question of manning, which is a very important one. The present view of the Admiralty undoubtedly is, after very careful consideration of the whole subject, that the conditions of modern war probably would lead rather to the loss of the ships than of men; that the results of the Japanese War and other experience have shown that the loss is rather one of ships than of the men who are on board those ships; that there is always a considerable number of men saved even if a ship is lost, and that the loss of men in a naval battle is small in proportion to the loss of men on land. That must always be remembered. So that what we may naturally expect is that as a war goes on and we are subject to the casualties of war we shall find that we have a number of men at our disposal, whose

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ships perhaps have either been damaged or lost, to use on board other ships.

Another point that I should like to remind you of is the long time under modern conditions that it takes to train a man properly to do his work efficiently on one of these great modern battleships. I think I am not exaggerating in the least when I say that for the higher ratings on board ship certainly six years are taken to train a man to do his work properly. The higher ratings now in the Navy are really trained and skilful mechanics, and they are only able to take the duties of those ratings and to undertake the machinery, gunnery, torpedo, and other work of that sort. Untrained men are useless for that work, and therefore we are bound to have men who have gone through a long and careful training.

Then it is the same thing, to a still greater extent perhaps, as regards the officers. I do not consider that an officer really can start on his career now on less than eight years' training. Of course, we take them very young—at 13 now—and by the time they are 21 or 22 they become lieutenants, but even then I do not for a moment suggest that they are fully capable of discharging all the important work that has to be done by officers. This, however, I can say with the greatest confidence, that you may have the most magnificent ships, guns, armour, and everything else, but if the human element is not very properly trained, your guns, your armour, and your ships are absolutely useless. The whole history of our Navy shows that the self-sacrifice and endurance of British sailors has been beyond compare, and I believe at this moment they have reached a higher state of efficiency than has ever been known before in the history of our country. I make that remark, because I think it is only fair to warn the Conference that the admission of an unlimited number of men to the Naval Service is in practice impossible. I mean we should have nothing for them to do. We should not be able to employ them.

Then there is a point which has been alluded to more than once by speakers, and that is the question of the distribution of ships. At this moment no doubt we are under certain obligations with regard to Australia as to the ships that are to be on that particular station. If, in future, as I hope will be the case, there will be greater concentration of the ships, I want it to be very distinctly understood that I do not believe that our dominions beyond the seas would suffer in any way from such an arrangement. They would not even suffer in the show made by British ships in Colonial waters, because though it may be perfectly true that vessels may not be so frequently on the station, yet, as I believe, future developments will lead to the Colonies not having the secondary or not quite the best of the ships, but they would see the big battleships and cruisers from time to time. This would really give a much greater show and give the Colonies a much better idea of what the British Navy is than the ships that they have now stationed permanently in their waters. That has been undoubtedly the case in the Northern Hemisphere since the concentration of the Fleet in Home waters. The visits made by squadrons to foreign powers and foreign cities have been much more impressive, much more frequent, and much more useful than they would be if only comparatively few ships were sent at a time to particular foreign ports.

Sir Joseph Ward referred to the question of pay. That is a very important one. It is quite true that we have had trouble from the fact of the Colonial men serving at a higher rate of pay than our own

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British sailors. I think it was inevitable, and of course we must try to make as good an arrangement as possible for mitigating the evils of the system. At the present moment in Australia the pay is not paid directly to the men on board ship, but is paid to them through the Post Office on land, the idea being that they would leave their money in the Post Office and would not spend it with their British comrades whilst they were on board ship. As a matter of fact I think that idea has proved false. I have the figures here, which are very curious. In Australia, out of 32,300*l.* paid to the Savings Bank since the beginning of the agreement—that is up to the 30th June, 1906—only 2,800*l.* has remained in the Savings Bank, showing that the men have drawn out the money at once, and have expended it whilst they were on service in British ships. Therefore, they were living and are living at a higher rate than their British comrades on board the ships, and they spend their money on various things, clothes, or food, or one thing and another. They do live on a different scale and in a different manner to the British sailors who are serving alongside them, which leads, no doubt, to difficulty. I think that is an unfortunate thing, and what I should suggest would be that in those cases we should adopt a system of deferred pay, so that the Colonial sailor should not be paid his extra pay till he has fulfilled his time of service. When his time of service expired, then he would receive the whole payment due to him for the whole service, and would have a considerable sum with which to go away from the ship, and he could use it on land for some really useful purpose rather than fritter it away in having a good time on board ship.

Sir WILLIAM LYNE : Is it not possible that that money was drawn out of the Savings Bank to support wives or parents on shore?

Lord TWEEDMOUTH : Of course that may be so.

Sir WILLIAM LYNE : I think that most likely accounts for a portion of it.

Lord TWEEDMOUTH : I am afraid a good deal of it is spent by the men on board. I quite admit Sir William Lyne's point is a good one, and no doubt an arrangement ought to be made to enable them to transfer money to those belonging to them, and the people they have to support while they are on board ship.

I ought to say that we here make no sort of reflection on Canada, and we do not for a moment accept the criticism to which Mr. Brodeur referred. We hold that Canada is perfectly free to come to any resolution. We hope to have their help, but still they are quite right to look after their own interests, in the full security that so far as the British Government can be of use to them in their defence in time of need, they may depend in any circumstances on our giving that aid with the greatest joy and without any sort of drawback whatever.

Dr. Smartt made a great point that the Naval Volunteers should receive the title of "Royal." That depends, I think, chiefly on the local legislature passing a Bill registering the Naval Volunteers as a regular force. I think as soon as that Bill has passed through the Cape Legislature there will be no difficulty in their coming under the title of "Royal."

With regard to the point raised as to the dock at Simon's Bay, I will discuss it with the Hydrographer at the Admiralty and see what truth there may be in that allegation that the dock at Simon's Bay is

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not accessible in certain winds. I fancy there is some question of a breakwater to be added.

Dr. SMARTT: What I gather from seamen who know that coast is that in a howling south-easter, which very often blows for two or three days, the sweep of the wind playing on the entrance to the dock might make it unsafe for a battleship or cruiser to enter. I understand that that could be remedied by an expenditure of a not very large amount of money.

Lord TWEEDMOUTH: I believe there has been some additional breakwater contemplated.

Dr. SMARTT: I believe so.

Lord TWEEDMOUTH: I do not know the details of it, but I must get it from the Hydrographer.

Dr. JAMESON: Practically the extra expenditure necessary would be 50,000*l.* or 60,000*l.*

Dr. SMARTT: Say 60,000*l.* or 70,000*l.* to make it complete.

Lord TWEEDMOUTH: Then Sir Robert Bond referred to the Newfoundland Naval Reserve men. Your Chairman and I saw a squadron of them in this very quadrangle last summer, and we were struck by the smartness of the men, and we had a most excellent report of the service they do. We are very pleased to have the help of these men who are trained to the sea and who must be, and are, most efficient fellows, and of course we shall be glad to consider Sir Robert Bond's suggestion that there might be a possibility of some addition to these reservists.

The same remark that I made to Dr. Smartt applies to what Mr. Moor said about the Natal Naval Corps. They have not been registered as naval volunteers. It would be necessary to have a Bill passed in the local legislature before that is done. At this moment I think from the reports I have received that the Natal Naval Corps is practically used as a sort of garrison artillery; that they do not at all train at sea; that they have some considerable guns under their charge—four 6-inch breech-loading guns, one 12-pounder quick-firing gun, two ·45 Maxim guns, and two quick-firing Hotchkiss guns. In the last defence scheme, this body is to take charge of the guns in case of war or any attack as I understand. That I believe is the last arrangement under the Defence Committee.

I quite recognise that General Botha is in rather a different position from the other Prime Ministers, and, of course, the case of the Transvaal is quite different, in having no coast at all. Still, we shall welcome any help that General Botha may be able to give after consultation with his government and his Parliament to the general Naval Defence of South Africa. I am sure anything of that sort would greatly help what, I hope, may very soon come about—the federation of all the different Colonies now existing in South Africa.

All I can say is, that I shall be only too glad to confer with any members of the Conference who may wish to go into greater detail with regard to the arrangements that can be made under the suggestions that I have made to-day, and then I think if we had another

talk at the Conference after that, we might, perhaps, come to some defined resolution on the subject.

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CHAIRMAN: I think my best plan is to move the adjournment of this debate.

It was arranged at the last meeting that Emigration should be taken on Thursday at 11. We might, perhaps, also put on the agenda Naturalisation as another subject, in the hope that we might reach it. The Home Secretary, who will deal with that subject, would be able to attend.

Adjourned to Thursday next at 11 o'clock.

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SIXTH DAY.

HELD AT THE COLONIAL OFFICE, DOWNING STREET, THURSDAY, 25TH APRIL, 1907.

PRESENT:

The Right Honourable THE EARL OF ELGIN, K.G., Secretary of State for the Colonies (President).

The Right Honourable Sir WILFRID LAURIER, G.C.M.G., Prime Minister of Canada.

The Honourable Sir F. W. BORDEN, K.C.M.G., Minister of Militia and Defence (Canada).

The Honourable L. P. BRODEUR, Minister of Marine and Fisheries (Canada).

The Honourable ALFRED DEAKIN, Prime Minister of the Commonwealth of Australia.

The Honourable Sir JOSEPH WARD, K.C.M.G., Prime Minister of New Zealand.

The Honourable L. S. JAMESON, C.B., Prime Minister of Cape Colony.

The Honourable Dr. SMARTT, Commissioner of Public Works (Cape Colony).

The Right Honourable Sir R. BOND, K.C.M.G., Prime Minister of Newfoundland.

The Honourable F. R. MOOR, Prime Minister of Natal.

General The Honourable LOUIS BOTHA, Prime Minister of the Transvaal.

Mr. WINSTON S. CHURCHILL, M.P., Parliamentary Under-Secretary of State for the Colonies.

Sir FRANCIS HOPWOOD, K.C.B., K.C.M.G., Permanent Under-Secretary of State for the Colonies.

Sir J. L. MACKAY, G.C.M.G., K.C.I.E., on behalf of the Indian Office.

Mr. H. W. JUST, C.B., C.M.G.,
Mr. G. W. JOHNSON, C.M.G.,
Joint Secretaries.

Mr. W. A. ROBINSON,
Assistant Secretary.

ALSO PRESENT:

The Right Honourable HERBERT GLADSTONE, M.P., Home Secretary.

The Right Honourable JOHN BURNS, M.P., President of the Local Government Board.

Sir D. M. CHAMBERS, K.C.B., Permanent Under-Secretary of State, Home Office.

Mr. C. P. LUCAS, C. B., Assistant Under-Secretary of State for the Colonies.

Mr. H. BERTRAM COX, C.B., Assistant Under-Secretary of State for the Colonies.

Mr. J. PEDDER, Home Office.

Mr. H. LAMBERT, of the Colonial Office and Emigrants' Information Office.

EMIGRATION.

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Emigration.

CHAIRMAN: Gentlemen, we are to proceed to-day with the consideration of the subject of emigration, which is a subject which, I think, has already received considerable attention both in the Colonies and in this country. If I understand rightly, the Canadian Government have their own system for dealing with this question. The Australian and New Zealand Governments have also, I think, had it under consideration. As regards ourselves in this country, we have had an inquiry by a very competent Committee, on which Colonial opinion, I think I may say, was represented, because the Chairman was Lord Tennyson, and the Report of that Committee, and the evidence has been forwarded to the Governments of the Colonies for their consideration. I therefore think that we may, perhaps, come more directly to a specific point on this question than, perhaps, on some other subjects which have been before us, for in the despatch from this Office forwarding these papers to which I have referred, the third paragraph drew the attention of the other Governments to the question of whether or not they were willing to accept state-aided emigration. I explained that for my colleagues and myself we would wish to be assured on this point before considering the matter from the point of view of the Mother Country. I would suggest, therefore, that in the discussion which is now to open, that the particular point might be borne in mind specially. My Right Honourable friend, the President of the Local Government Board, after hearing the views to be expressed by the other members of the Conference, would be prepared to state his opinion upon that and other points connected with this subject. I therefore, invite the other members of the Conference to proceed to discuss the question from that standpoint.

Sir WILFRID LAURIER: I suppose, my Lord, it would be natural we should first hear the views of the Colony of Australia which has brought this matter to the attention of the Conference.

CHAIRMAN: Yes. I omitted to say that one resolution submitted is by the Commonwealth.

Mr. DEAKIN: My Lord and gentlemen, in touching upon this question my first duty is to remove an apparent misapprehension. The question of immigration to us is the question of emigration from you. The question of emigration is as distinctly a British question as that of immigration is ours. To what extent the Government and Parliament of Great Britain desire to foster emigration is for them to discuss and decide. I shall therefore look at immigration from our point of view, and not from the point of view of the Mother Country, because upon that the representatives of the people of that country are necessarily themselves the judges. Any remarks, therefore, which I may make in regard to our desire for immigration are subject, of course, to that necessary preliminary qualification. One aspect we necessarily must leave in your hands, as it pertains to you and to you alone.

We commence, with the fact that there is an emigration from this country. Whether that be stimulated by the Government or retarded, or conditioned, there is the emigration actually proceeding. The first matter, or the first aspect, to which we draw attention is that while emigration continues, we venture to submit that there is an obligation upon the British Government to direct those who are

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leaving its shores to some part of the Empire, and if not actively, to at all events passively discourage the migration of people of British stock to other countries under other flags. Of course, the emigrant chooses for himself. He may, for his own reasons, prefer either to join his friends who have already left, or in order to follow some particular calling desire to pass outside our territories. That the emigrant will decide. But, subject to that free choice, what we submit is that so far as the Government of this country acts at all its action should be to direct its sons and daughters to its own Dominions where there is ample room and more than ample room for all who may leave this country to settle abroad. The position appears to us to be so clear as scarcely to need argument. It is a fact that in the Dominions beyond the seas the inhabitants are greater consumers of the goods of this country than any other people. The man who settles in Canada, or Australia, or South Africa, purchases more from the Mother Country than if he went to the United States, to South America, or to any other country under another flag. That counts for something. What counts for more is that none of the great Dependencies are yet anything like effectively populated. There is boundless room for settlement in most of them; and that settlement not only enhances the prosperity of that part of the Empire, and not only increases its trade with the Mother Country, but is a guarantee for the permanence of the control of those great territories by our own people and by our own race. I use the word "race" here generally and in no invidious sense. We quite recognise that in Canada aad South Africa we have two races with whom we are most intimately associated. We look forward in those countries to a gradual merging into a common stock. They are so closely akin to each other that there is no obstacle to a complete blending of the two. Ultimately there will be a Canadian people and a South African people, who, while associated with the Empire as closely as possible, will not have within themselves the consciousness of any division. In the same way we recognise that it is, perhaps, hardly possible for us in Australia to draw from the Mother Country the whole of the people for whom we are at once able to provide. We should be very happy if the peoples who come from outside the Mother Country to dwell and blend with us were people of French or Dutch extraction. We have in Australia, though in minor numbers, both French and Dutch settlers already who are among the most valued citizens we possess. Consequently we look forward to blending in Australia, to some extent at all events, though perhaps to a small extent, with races friendly, closely allied, and similar in character. Now take the point of view of the Empire, and look forward to the very remote contingency. Suppose that Canada in course of time becomes densely peopled, supposing its people overflow—I take that, of course, as an illustration merely—it would be the paramount interest of all the other self-governing peoples that those Canadians who desire to leave their country should settle in some other portion of the Empire for commercial reasons, for racial reasons, and for every reason. Consequently, we venture to submit that in whatever way the Government of this country may think right and proper to intervene in the matter of emigration, in this one direction we are, perhaps, entitled to press them for some action; that is to say, that all they do shall encourage settlers to pass to any part of the Empire they please, so long as it is a part of the Empire, and shall, at all events negatively, discourage and certainly

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not assist them to go to countries which are not under the flag. At present I understand whatever information is given is given indiscriminately, and that those who are anxious to go to North or South America beyond our territories, and beyond the Flag, are practically as much assisted and encouraged as if they were going to colonies within the Empire. I cannot myself vouch for that statement, but am so informed by some of those who have been associated with their going. Under these circumstances, we put forward our first plea, which is that for all our sakes the stream of emigration from the Mother Country ought to be directed as much as possible towards some portion of the King's Dominions, and it ought not to be assisted in any way towards the Dominions of any other power. That is the purpose of the first portion of our resolution: "That it is desirable to encourage British emigrants to pro- "ceed to British Colonies rather than to foreign countries." I do not know whether it would meet your wishes, and the wishes of the rest of the Conference, if I stop here, so that this question in which we are all interested, and on which we can all speak, may be settled before passing to the second part, which relates to further action by the Imperial Government.

Sir WILFRID LAURIER: There will be no contrary opinion, I think, to that proposal. I think we can all accept it as granted at once: "That it is desirable to encourage British emigrants to pro- "ceed to British Colonies rather than to foreign countries." Everybody would agree to that.

Mr. DEAKIN: I should hope so. May we take that as passed?

Sir WILFRID LAURIER: What will it lead to? I look upon this simply as a preliminary.

Mr. DEAKIN: If that is settled I will then proceed with the second part.

Sir JOSEPH WARD: I want to say something on it somewhere.

Mr. DEAKIN: Would it be on the first part?

Sir JOSEPH WARD: Either on the first part or the second part?

Sir WILFRID LAURIER: I do not think there is anything to say against this part.

Sir JOSEPH WARD: Only there are some general points on which I, as representing New Zealand, should like to say a word or two. Like Sir Wilfrid Laurier I most cordially assent to the first part, but it is just a question whether we should not discuss the whole matter on the first proposal.

Dr. JAMESON: The second portion is the practical part. Would it not be well to have some practical suggestion from Australia before going into the discussion, to save going all over it again?

Sir JOSEPH WARD: I support the first part generally.

CHAIRMAN: I do not think there is any dissent on the first part?

Sir JOSEPH WARD: No.

Mr. DEAKIN: I hope not. The second part is "That the Im- "perial Government be requested to co-operate with any Colonies de- "siring immigrants in assisting suitable persons to emigrate." Here

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we take a step further. The Imperial Government is asked to co-operate with every Colony desiring immigrants. If there are any portions of the Empire which do not desire immigrants, to them we have nothing to say. But most of us are eager to obtain them, and far more eager to obtain them from the Mother Country than from elsewhere. They blend with us in the working of our social and political institutions, they enter into our life in all its phases without any sense of separateness or strangeness, and hence we are most eager to obtain them.

The extent to which the Imperial Government will co-operate has been left unspecified for the reasons previously given. That is a matter on which we can prefer a request for co-operation, but cannot expect to do more than suggest generally what, from our point of view, we wish them to undertake. Whether they will do what we ask, or only part of it, is for them to decide. The co-operation we seek is, first of all, in regard to the practical channels by which emigration is sought to be effected in this country. These should be adequate to their task. The only body that I understand is connected with it officially, is the Emigration Board under this Department. I have been inquiring from the Agents-General of the several States of Australia their opinions as to the efficiency of this particular agency, and regret to say that their unanimous opinion is of an unfavourable character. They think, at present, that no effective assistance is being given to them by this Board. They go so far as to doubt whether it is possible for it to be given by a Board constituted in this manner. They object even to the publications which it has submitted, and have felt this so strongly that they have undertaken publications of their own, at their own expense, which they consider far more likely to attract emigrants than those of the Emigration Board. Speaking, as they do, as men of high standing who have the supervision on this side of whatever is being done by the States of the Commonwealth in respect to immigration, I regret to learn that their verdict is so unfavourable. They suggest that some Board, responsible directly to Parliament, or responsible directly to a Minister, should be charged with this duty; that they, or some of their respresentatives, should be associated with it in the most direct fashion, and that they should be consulted before statements are put forward which sometimes they have found themselves obliged to challenge.

By way of illustration, since I have been here I have been supplied with correspondence which has taken place with reference to one of the most recent of the circulars issued by the Emigrants' Information Office. It is dated 12th of April of this year. Of course, personally, I am dependent upon the material that is put into my hands when speaking of the operations here. The official statement published is that "The Queensland Government has a system of free "passages to *bona fide* farm labourers and their families who are ap- "proved by the Agent-General in London, and guarantees them em- "ployment in the State at full wages; but up to the present the "indents for such passages have been limited to men willing to work "on the sugar farms in the north. The climate there is hot and "moist in the rainy season, from January to March, and hot and "dry at other times, and is very different from that to which farm "laborers are accustomed in this country. It is very questionable, "therefore, whether they would be able to work on arrival under the "tropical conditions that prevail in North Queensland. The work of

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"harvesting and crushing cane is still more trying, and is paid for "at a higher rate. The free passage emigrant need not engage in it "unless he wishes, and, indeed, the work is not suitable for persons "from this country who have not resided for some time in the "tropics. Assisted passages are also offered at 5*l.* per statute "adult." That is a statement, one of those many statements from which we suffer, which is sufficiently correct in a general way not to be challengeable as wilful misrepresentation, but which, in its actual effect and purport, is a misrepresentation. First of all, the work of crushing cane has never yet been done by anybody but white labour ever since sugar was grown in Queensland, and the warning therefore given here that the work of crushing cane "is still more trying, and is paid for at a higher rate," is, first of all, not correct, because it is not more trying, and secondly, it takes place in the mills, and therefore, less trying. It has never been carried on from the commencement by anything but white labour; it is well paid, and well-sought for. Therefore, so far as the crushing of cane is concerned, that is an absolute misrepresentation. Take the other statement: "the work of harvesting is still more trying and is paid for at a higher rate." The work of harvesting is trying. You could not take a mass of labourers from this country and put them down into a cane harvest field, and expect the whole body of them to be able to engage in that work, well as it is remunerated, with satisfaction to themselves. There are a certain proportion of our people who cannot face the close atmosphere and moist heat of the cane fields. That proportion, of course, cannot be classified beforehand; it is a matter for individual experience. But this wholesale statement is made in face of the fact that the Commonwealth of Australia has deliberately adopted the policy of requiring that the whole of this work shall be done by white labour, and in face of the fact that we have been dealing during the last two years with the largest harvest of sugar cane we have ever had, and are dealing with it by a far larger proportion of white labour than ever was employed in it before, I think, I may say, to the satisfaction of the men who obtain the work and to the satisfaction, to a very large extent, of the employers themselves. Where there is dissatisfaction the testimony is that it arises from the want of self-control of those engaged in a remunerative employment, who are accustomed, as unfortunately people are in many parts of the world, to spend too great a proportion of their wages upon stimulants and to disqualify themselves by that means from efficiently continuing their work. There can be no doubt that the excessive use of stimulants is more injurious in a hot climate than it is in a cold climate. What the labourer in the cane field sufferers from most, or at all events what is most complained about, is due to these excesses. But here we are deliberately, as a part of a national policy, providing for the carrying on of the whole of this industry by white labour. Of course, as Australia becomes older an increasingly large proportion of our labour will be Australian born. Yet, speaking broadly and accepting the opinion of competent critics, they are unable to detect in our first or even in our second generation any appreciable departure from the old stock. We have men freshly landed in the hotter regions of our country—and I am speaking now of the north of Australia—who go at once to such work. I have spoken to many men who have gone from England, Ireland, or Scotland direct to North Queensland, or some of the northern portions of Australia, and who have engaged at once in the

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most trying occupations in the most trying belt. A short distance from the sea coast one reaches the plateau. On that plateau we get cold fresh nights, and there white men enjoy what is said by them to be one of the best climates in the world. In the belt where the sugar grows, conditions are different, it is on the sea coast, and the heat is moist and oppressive. It is not everyone who can live there with comfort and satisfaction, though it is only a small proportion of those who settle there who ever think of leaving it. The great proportion remain, thrive and flourish and labour, much of which is as trying as this labour, and they are now doing this labour with excellent pecuniary results. No one would gather from reading this official statement that these are the facts of the case; that a deliberate attempt has been made, which so far has been most successful, to substitute white labour for black labour in this industry. That is actually proceeding. Each year for the last three or four years a great stride has been made. During the last twelve months we have returned to their homes some 3,000 Kanakas, Pacific Islanders, who have been engaged in this industry. Their place will have to be taken in the next season by white men. A certain proportion of the Kanakas are allowed to remain with us—those who have really made homes, or become, in their sense of the word, partially civilized and settled down. Their labour will be still available if they choose to give it. But undoubtedly the greater part of this work will have to be done by white men, and is cheerfully being done by white men. My last news from Australia is that the applicants for employment on those fields are numerous enough to cause it to be doubted whether we shall be dependent on immigration to permit of the whole crop being dealt with thoroughly this year. Personally I think that is too sanguine an estimate. I am not a North Queenslander, and therefore not qualified to speak by personal knowledge, but looking at the number of Kanakas leaving, and the great demand there is at present for labour in all parts of Australia at high rates of wages, it seems to me very doubtful whether we should be able to cope with the special demands of this crop, the biggest crop we have ever had, and a similar crop which will be reaped in the coming season. Therefore I think we shall need immigration. What I have been referring to I have said in a letter calling attention to this circular. I might proceed to the other portions of this statement, but really this general statement will show first of all a serious blunder in regard to the crushing, and next that it is a statement which is entirely one-sided—although, of course, quite honest—and is certain to be misleading.

Dr. JAMESON: Whom is that published by?

Mr. DEAKIN: By this very Board of Emigration of which the Agents General have been complaining—the Emigration Information Office. In my letter of the 20th of April, I pointed out—"No doubt "it would be a perfectly proper thing to instruct emigrants both on "the nature of the work for which they are proposed to be engaged, "and also to call their attention to the climatic conditions under "which it is to be accomplished. All facts of this kind ought to be "supplied and none suppressed; but it is not apparent why the mem-"bers of the Board with their imperfect knowledge of the character "of this employment, and apparently also of the extent to which it is "being successfully carried on by white labour, should absolutely warn "emigrants against the undertaking. Evidently the influence that "such an official declaration on the part of the Colonial Office is

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"likely to have upon other European Governments has been over-"looked by those whose desire must be to encourage British settlers "to seek new homes within the Empire. The circular of the Emi-"grants' Information Office dated 12th April is free from this ob-"jection, though the expression of opinion it contains is in Mr. "Deakin's opinion decidedly too sweeping." I will quote presently a further statement of the Emigration Board made in a letter to an applicant for British immigration for Australia, to which my reply refers. The passages that I have read from the circular should have been accompanied by a few other sentences, stating that the greater part of this work is now being done by white labour; a great part of that white labour is British born; the whole of that work will have to be done in future, by steady degrees, more and more by white labour; the wages paid are high; for men who lead temperate lives and will take the ordinary precautions necessary in a different climate this work is thoroughly healthy. I am assured by those who have personal experience that some of the finest specimens of our manhood they have ever seen are to be found engaged in harvesting in the cane fields. I take this as a typical illustration. It is a fact that men are earning in those cane fields wages which would be very hard to get anywhere else. Some first-class experts during the last harvest season were making as high as from 1*l.* a day, and in a few exceptionally extraordinary instances upwards of 30*s.* a day, during the time of harvesting. The point is that this harvest, like all other harvests all the world over, is for a limited season; its beginning depends partly on the part of the coast on which you are. Quite a considerable portion of our rural labour in Australia is nomadic. Our immense flocks of sheep are shorn by shearers who come from their own farms or from employment in the city, during the season. They take their horses, and commencing at the north of Australia, when the shearing season begins earliest, shear their way southwards, right down through Queensland and New South Wales to Victoria, travelling probably 2,000 to 3,000 miles. In the same way, though to a lesser extent, in the cane-cutting on the Queensland coast, which lasts about four months altogether, it is possible to commence at the north, and work south. The cane-cutters, like the shearers, are either the owners of farms, or are establishing farms themselves, and wish to obtain money for improvements and other purposes. They come for that season of the year. The work proceeds during the hot season, but the evidence goes to show that these men, apart from the over-indulgence in alcohol of which I have spoken, and over-indulgence in meat-eating which is practically universal in Australia, maintain their health perfectly in the cane fields. They can work, not only with the black men, but, as is always the case in our experience, they can beat the black men or Chinamen out of the field, in cane-cutting or any other employment, in any climate we have in Australia. When I speak of the very high wages I am not speaking of the whole body of cane-cutters. Where they earn those high wages they are not being paid by the day, but by piecework. They take contracts at average rates, and the high wages are obtained by exceptional capacity and expert training, such as I have spoken of. They can get that training in a season or two. One season is considered sufficient to train a man, and two seasons ought to enable him to make the best of his time. These high wages are earned only on contract work, they are not earned on day work.

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I did not intend to enter into all these considerations, or I would have summarised my remarks and abbreviated them. I have been drawn on to them by the fact that I had not realised that before I could make these conditions understood in criticising that circular, I had to give some sort of sketch of what is being done in Queensland.

Surely, the proper thing for an Emigration Office under these circumstances would be to say: "You are going out to Queensland, "a State which offers already large opportunities for land settle- "ment, which, according to its programme, is about to give 160 acres "free to any settler who will go there, and to make other land avail- "able at attractive rates; a State where there are boundless mineral "and agricultural resources of all kinds. This is one class of work "in connection with one class of product only of the many in Queens- "land, and if you should find that this employment is unsuitable for "you, you can have ample work on dairy farms, on grain farms, on "sheep stations, on cattle stations, as soon as you acquire the requisite "local knowledge." As far as work in the dairy is concerned local knowledge is soon added. There is abundance of employment on the land in Queensland. I am speaking of that State only because that is the sugar State, whose conditions have been questioned, but the same remark applies to the northern rivers of New South Wales where sugar is also grown. Although sugar is not now grown in the remaining states of Australia, with some qualification the same general remarks apply to them. Agriculture is by no means the only rural industry; the timber industry has great potentialities in the felling. This clears the land, which when cleared is marvellously rich. The climate is not described with strict correctness in that circular as tropical. It is rather sub-tropical. Perhaps you may say that this is a distinction without a difference, but in an official document it is as well to be accurate. The north coast climate of Queensland is sub-tropical rather than tropical. Those, however, are minor matters. But the fact is, anyone reading that circular would be discouraged, or would be likely to be discouraged, and certainly those who persist go out under serious misapprehension. They ought to be warned of the climate, which is extremely trying to men not accustomed to a hot sun and close atmosphere. The cane work is perfectly healthy; but as the dense cane shrub shuts out the breeze in its midst, that makes cane cutting moist and uncomfortable work. Still, as I have said, some of the finest specimens of manhood that we possess are to be seen there. Some of these men I have spoken to personally, and they make nothing of their labour. I do not wish to push that too far. We have not sufficient knowledge yet to fix the percentage of average labourers who would choose this work. But I have spoken to men engaged in the actual task of cutting, and they have assured me—and they have no reason to mislead—that they find it not more laborious than many classes of work which they do elsewhere.

Coming back to the circular, and apologising for my long digression, I say that is not the way in which a Government office ought to co-operate with a Colony desiring immigrants. So far as we are concerned we desire the truth to be stated—the whole truth and nothing but the truth—but it is to be stated in such a manner as not to convey misapprehensions. It is to be stated in some way that will not discourage all the Agents-General concerned, as the Emigration

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Board has done. There will always be a certain proportion of people who come from Great Britain who will be to some extent at all events dissatisfied with their colonising experience. Until they leave their own country they do not know how much they are attached to its special conditions, to their old relationships, ties, and memories, and they are very apt to take an unduly dissatisfied view of their new country, simply because it is not a replica of the old country, with the customs and undertakings with which they are familiar. An allowance always has to be allowed for that margin, which is to be found in any country to which there has been any immigration. On the other hand, speaking broadly, not only for Australia, but for the whole of the dominions, we say that immigrants will find conditions more closely approximating to those in Great Britain there than they will under any other flag. They will find Governments, business relations, and social conditions much nearer to those they have left than they can hope to find anywhere else. Consequently, we suggest that the Imperial Government should adopt some more effective form of instructing those who are about to emigrate and in a far more adequate way than this circular, if it be a fair sample, has done. The statements made should be complete and balanced, instead of being incomp'ete and unbalanced. The emigrants from Great Britain should, as far as possible be equipped with official statements which can be furnished from every State giving all the details of life and living, prices, and every other particular, so that there may be no misapprehension whatever as to the state of affairs into which the new comer will be launched. Up to now we have not properly imitated the splendid example of Canada. We have neither coped with immigration on the same scale, nor provided for the reception of immigrants in the manner in which they have set an example; but that is being remedied. Immigrants to Australia no longer find themselves left to look after themselves. They are met on landing, supplied with information, and, as far as possible, assisted in every way to make their homes. Every State of Australia gives exceptional advantages for land settlement. They make advances upon improvements as these are made by the settlers, the Crown, of course, retaining still its right to the land, subject to the fulfilment of its conditions, which are very light and easy, by the immigrant. The Crown still being the ground landlord, so to speak, for the time, is able to advance to settlers money which enables them to build their houses, and fence and improve their property, and to assist them in clearing the land. They now get a welcome, and every encouragement. We think therefore that the least to be expected is that a fair view of these facts should be put before all intending emigrants so that, when each makes his choice, he may know what Australia has to offer. If he keeps within the Empire we have nothing more to say. If he should leave it we regard him as a loss. We look upon emigration to foreign countries as draining the life blood of the Empire. We cannot consent to see people pass away from it who ought to remain upholding its flag.

Sir JOSEPH WARD: Lord Elgin and gentlemen, I would like to say a few words upon this matter. New Zealand is in rather a different position from Australia. I think what Mr. Deakin has said with regard to Australia in its general application applies to New Zealand, but there is one important distinction, and that is that happily we have not a "coloured labour" question. It does not

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trouble us as a reality in New Zealand; in Australia it does. And from what I know of my own knowledge and have seen and heard from people in Australia, my opinion on the black labour question is similar to that of Mr. Deakin, that white labour could do all the work in Australia that black labour is now doing. Though there have been many statements made to the contrary by people, that is the general feeling of the people of Australia, and New Zealand most heartily endorses it, and I support Mr. Deakin in that respect most thoroughly.

In New Zealand we are in a different position. We have been carrying out a system of immigration for a number of years, but have been doing it upon a scale and upon a system that I should not like to see departed from. The principle suggested or the proposed indicated in the memorandum from the Secretary of State for the Colonies about State-aided emigrants from Great Britain, is one which we would require to approach very carefully indeed, for the reason that I believe the troubles in the matter of an excess of people that you have to meet in England implies that the majority of those who seek to be helped out of your country, or a great many of them, would be the class that under ordinary conditions you do not care to retain. What I mean to say by that is that the class of people, if they were of a superior class, that you would want to help out in large numbers to our country, are the very people you ought to want to keep for yourselves. If you are going to have a system of State-aided emigrants to the self-governing Colonies, unless we had the right of examination and selection before they left here—which right, if you were giving State-aid or a large portion of that aid, I presume you would want to retain in your own hands—the inference is we might get people imported into our country, or a portion of them, whom we would not care to have coming in in either small or large numbers. I am not for a moment presuming to make any reflection upon probably the most estimable class of people who may want to go to "fresh fields and pastures new" to try their fortunes there. But experience some years ago in New Zealand—and we can only look at this matter in the light of what we suffered many years ago—was in the nature of what I have endeavoured to describe, namely, that we got a very large section of people who were most undesirable; and our Colony would certainly not be prepared to go into anything like a wholesale scheme of immigration upon lines of that kind.

The position that New Zealand takes up is that we are glad to receive immigrants if they are of a suitable class and have some capital; otherwise we are not. Immigration of that character is assisted now by the Colony through the High Commissioner in the case of British emigrants, and we are very particular in the matter and the High Commissioner of the Colony here is most careful and thorough, he does not make a superficial examination, but a thorough examination into every instance of people desiring to come to our country. If they are accepted, then we pay a sufficient portion of the passage money to reduce the passage to New Zealand to 10*l*. We are in the position of being the most distant of the self-governing Colonies from England, and the passage to our country is probably a good deal higher than it is to the more fortunate Colonies that are close to the Old Land. We make a reservation that each person we assist must have some money, and we guard ourselves by doing that in order to ensure that, in the ordinary sense, he would be able to look

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round for himself after he has arrived in our Colony with a view to obtaining suitable employment, or embarking in anything he desires. We fixed the amount at one time at 50*l.*, but have since reduced it to 20*l.* We do not make it a hard and fast rule that that is the only class of immigration we assist. We have a system of nominated immigration by which the people of our country make their own selection, and then upon their arrival in our Colony the immigrants are taken in hand by their own friends and in that respect the State Departments are relived of any direct assistance to them in the way of helping them to find employment. We also in such a case give a contribution to the passage money to reduce it to 10*l.* That we do with all lines of steamers trading to our Colony. I may say that in two years from the Old Country itself under a system of selected immigration, 6,632 people came to New Zealand, and brought with them the sum of 275,046*l.* So, while anxious to see the people in our country increase legitimately, we are working rather from a different standpoint to that which I take it the Old World or Canada and Austra'ia are doing. We are working in the direction of getting some of your people who have a limited amount of means into our Colony with a certain amount of capital to ensure that they become good colonists, and be a valuable asset to our country generally. To enable those 6,632 people to come out to New Zealand we paid 22,382*l.* to the steamship companies to help them.

Quite outside of those whom the High Commissioner selects and sends to our country, and of the nominated system to which I have referred, we have a class who come to New Zealand of their own accord, who are quite welcome to come to our country without means at all, or with means, as the case may be. From that source we get the larger proportion of those who come to New Zealand and settle there. Within a period of years we have over 50,000 people coming in that way. An examination into the statistics of our Colony shows that over a period of years we have retained them permanently, and we have lost only 1,000 against 60,000 coming during that period of years. In our country, which is expanding, and which requires to have outside suitable labour from time to time drawn to it, we are working upon the principle of gradual expansion and gradual increase suitable to the requirements of our people, and we are prepared to assist upon the lines I have indicated in order to bring that about. I think I am right in saying that indiscriminate emigration under the auspices of any organisation in the Old Country would not be approved in New Zealand. Here I would remark that there is an opening for farmers with a little capital, and also for domestic servants, but I hesitate to advise unskilled labourers who have neither means nor vocations, to come out to our country in large numbers, for the reason that we do not want to have the wrong impression conveyed which Mr. Deakin has referred to. Whatever the position in our country we desire the truth to be stated for the guidance of those who desire to come to our country. We do not want a large number of unskilled labourers coming to New Zealand, because with the possibility of the dislocation of the labour market, there might be a tendency to create from time to time a section of those who might not be able to get regular employment. We are in the position in our Colony of fortunately not having unemployed. We have not known the meaning of "unemployed" in the ordinary sense for many years, and we want to avoid anything of the kind. We prefer

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to have a community well spread over our country, fully employed, but to be rather on the side of requiring a few more to come—those required for the use of our farmers and business men and for settling the country—than to have an excess with its tendency to create the troubles that many years ago we had. What I want to remark is that New Zealand is quite prepared to have placed before it the suggestions of what is best in the general interest for making provision to meet the desire suggested by Mr. Deakin, of British subjects going to our British Colonies. We are quite prepared to consider as favourably as we can, any proposal for a suitable scheme to bring about what I think we all desire, but it would be quite a wrong impression for me to convey, as the representative of New Zealand, that we can subscribe to any great scheme for the wholesale immigration of people, which the country itself might not be prepared to absorb within reasonable time upon their arrival.

I therefore wish to say that any proposal that is made for a large scheme of immigration, would require to be very carefully considered by the New Zealand Government and Parliament before I could subscribe to it.

Upon one point referred to by Mr. Deakin, I would remark that while those who are anxious to send people away from the Old Land, may desire the co-operation of the Colonial Governments, and while we might be anxious to have British people placed in British Colonies, there is the very important factor that exists, that great shipping organizations travelling from here to America, for instance, can by reduction of fares, and in many ways defeat an object of that kind. For my own part, while I should be only too glad to co-operate in, and to see, an ideal scheme, as suggested by Mr. Deakin, of British subjects living under the British flag, I am afraid we should have some difficulty in putting it into practical operation so long as these other great countries outside Canada (which has been doing an immense amount of good in that respect) are prepared, owing to their closeness to the Old World, to give that which we cannot give in the matter of passage money. I do not know whether Mr. Burns has any fixed notions of a general scheme which we could co-operate in, but I have thought it desirable to put on record the views that I hold on behalf of New Zealand. We want to help people to come to our country on legitimate lines. We do not want to have them coming out in excessive numbers, though the country has absorbed all who have come up to now without any difficulty, and, while we want to assist generally, we want to prevent a rush of people under mistaken impressions of there being limitless employment available in our country.

Dr. JAMESON: Lord Elgin, and gentlemen, after what Mr. Deakin and Sir Joseph Ward have said, I do not think there is much to be said on the general subject. Of course, I believe the whole Conference is absolutely at one upon the first portion of the resolution. With regard to Cape Colony—and I think my colleagues will say South Africa—we, unfortunately, are rather in the reverse position at present owing to our late troubles.

Mr. DEAKIN: Only momentarily.

Dr. JAMESON: Mr. Deakin has been speaking of emigration from this country and immigration into our countries. The fact of the matter is we have been engaged in promoting emigration from our country and immigration into the old country. Still, we are very

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much interested in the subject, though not immediately or actively interested at the present moment, but I have no doubt, as Mr. Deakin says, it is only momentary, and when my friend General Botha has firmly established or re-established prosperity in the source of the mass of our wealth in the north of our country, we will then actively go into the question of emigration, because there is plenty of room to fill up in both directions—both from the labour point of view, when that wealth has accumulated again from the North, and also from the land settlement point of view. At the present moment as a fact, we are only on the very verge of close settlement, but later, I have not the least doubt that close settlement will take place in South Africa, as it is taking place so largely in Canada and I believe even now in Australia. We believe in our country; we believe that the wealth which is under the land ought to have a chance to come up and be made applicable to the increasing of the agricultural prospects of our country so that the country may hold a very large population.

With regard to labour coming into the country we cannot congratulate ourselves like Sir Joseph Ward that we have no coloured labour. I was very much interested in what Mr. Deakin said with regard to the perfect certainty that the coloured labour, in what appeared to be, from his description, circumstances as trying as anything we have in South Africa, was absolutely beaten out by the white. I must say that in our experiments in the country I come from we have not found that. We have found that practically a certain class of labour has always to be done by the coloured man. If we could believe that we, like Northern Queensland are going to replace the black by the white labour, then we should have an enormous field for immigration into our country, but from Mr. Deakin's own figures, giving the wages at 1*l.* or 30*s.* a day, it looks to me, unless it is a very very prosperous industry, that if you have to pay so much, it is not very attractive to white labour, and it is quite possible the industry will not last, if it is on a large scale, at 1*l.* or 30*s.* a day. We should get white men to do labour in our country where the black does it at present, but it has actually been tried and failed. If we get a navvy out there, we pay the navvy under the circumstances in which the labour takes place—not under ground, but on the surface in mining work—10*s.* a day in the summer time; but he does exactly half the amount of work that the black man at three pounds a month does.

Mr. DEAKIN: My figures, as I said, were for contract labour, not day wages.

Dr. JAMESON: We could easily adopt day labour or contract labour. It does not matter which system we adopt, we find that the white men cannot compete with the black under certain conditions. However, we hope in the future to have plenty of room for many more white labourers in the country and especially we hope to have still more room for the agriculturists on close settlements when we get our irrigation and other problems settled.

With regard to the practical point, the only thing brought forward by Mr. Deakin was that the Imperial Government at the present moment has rather prevented than helped emigration. I quite agree with Mr. Deakin in what he has said about the report of the Emigration Council or Board. I suppose really what we all have to do in that direction is to follow the example of Canada, and practically manage the emigration for ourselves, both on this side and on

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the other side. We are all pretty good at advertising, but I think Canada is pre-eminently good in advertising their country on this side. If there is an Emigration Board, I think that it should be on the lines suggested by Mr. Deakin, giving the necessary warning, and at the same time pointing out the necessary advantages.

As I have said, this is not an active question for us at present. We hope later on we may benefit by whatever conclusions the Conference comes to in the way of helping towards emigration from the Motherland into the Colonies as against the rest of the world.

Mr. F. R. MOOR: Lord Elgin, and gentlemen, I agree on general lines with what has been stated by my colleagues from the Cape Colony. Owing to the large influx of men during the war, and owing to the great destruction of property and wealth during the progress of the war, at the end of that crisis we found South Africa with a large floating population which we could not immediately absorb owing to the condition of things in which we were, and we have really been suffering from a large number of men being unable to get immediate employment. I do believe the day will come, and I hope to see the day, when we shall be able to absorb a large number of whites from these islands. We are now trying to reorganize the whole position of affairs over there, and more or less to get our house in order, after what I have been describing as the losses contingent on the war. I also am very much impressed with what has been said by Mr. Deakin here which goes to show that the white man can hold his own under certain conditions against the black. I hold very strong views in that respect, and do believe that the white man under the incentive of contract labour will be able to do a great deal more than ever has been attempted yet by white labour in South Africa. We in South Africa have, perhaps, suffered, from a plethora of black or coloured unskilled labour, which in my humble opinion has been misapplied in regard to numbers, and in regard to which there has been a vast waste of labour owing to the unorganized methods we have adopted for employing this labour. I do not confine myself to any particular industry over there, but men are applied in far greater numbers, as regards results, than any other country that employs entirely white, more or less skilled, labour. That is so at every turn in the Colony that I represent. I will not commit myself to numbers, but you will find three or four black fellows being used where, with skilled intelligent white labour, one man could do it. That was impressed upon my mind most strongly in my visit to Australia, and there being able to see how they were managing there with labour-saving appliances, and returning to my Colony, I realised how we were wasting labour with our crude forms of unorganized labour, owing, to a very large extent, to the vast amount of unskilled labour that was at our doors. Instead of using brains and capital to save labour, we were piling on unskilled labour to do the work regardless of cost, and perhaps in many instances the result of production with that unskilled labour was really more costly than the products of the countries working with labour skilled and properly organized. We find in many of our industries we are being beaten by products from Australia (which we can produce quite as well and in quite as large quantities), owing to our methods and wasteful means of carrying on those industries. I do hope that the day will not be long delayed before the re-organization of our economic conditions, we shall be able to absorb a larger amount of

white labour. We are doing little now in that direction in the way of assisted passages. The Government has contracts with steamers which have brought down passage money, and our Government contributes half of that amount in the event of any employer applying to the Government for any particular selected emigrant on this side of the water. Owing, however, to the present surplus of labour, this provision is temporarily suspended.

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Emigration. (Mr. F. R. Moor.)

I have nothing further to add. We feel that we have to reorganise our methods and our conditions to bring ourselves up to the position of advancement of the other Colonies of the Empire. I believe, sincerely, we shall succeed, and, if we do, we have almost as large a field there for the settlement of men of our colour and race as the other Dependencies with the Empire. I will not say it is so, perhaps, as regards Canada, because there they seem to have such a vast area of arable land that we cannot compare ourselves to it; but given area for area, I do believe we shall be able to absorb proportionately our share of emigration from this land.

General BOTHA: Lord Elgin, and gentlemen, in the Transvaal our position is almost more difficult than in any other of the South African Colonies. The unfortunate circumstances in the past have dislocated many matters there, but the Government since the conclusion of peace is doing its best to encourage immigration into the Transvaal. During the War many people came to the Transvaal who are not suitable for immigration purposes, and who do not wish to remain there. We have unfortunately a place like Johannesburg where people want to get rich very soon, and that is where the difficulty lies with us in the Transvaal. I have a great faith in South Africa and in the Transvaal as a country for a large population, especially as regards agriculture. But it will take some time before we can put this thing on a proper basis. I hope that we shall be able to very strongly support the immigration of white people into the Transvaal, because if there is one thing that we require in South Africa it is a large white population. At present we want people who have some means. We have to-day thousands of people in the country who have really no work to do and the Government have to employ them on road making and similar matters to make them earn their daily bread. Then unfortunately there is the lamentable difference of opinion between whites and whites on the labour question. Now my Government are of opinion that we should as far as practicable encourage the immigration of white workmen into the country. The biggest immigration that we have had into the Transvaal has been that of Chinese, and I think we have between 50,000 and 60,000 Chinamen still in the country. I hope that on this question too we shall be able to arrive at a clear understanding, and that in future instead of importing yellow labour we shall have immigration of white people into the country, because we feel that if we have a considerable white immigration into the country the money which they earn will be spent afterwards in building up the agriculture of the country. We have got any amount of scope and space, and we think we can bear a population of millions of people. The thing that we lack is money to carry out this project. It is a dry country. We must set large irrigation schemes on foot and before we have made some such arrangements it will be impossible for us to do anything further. I may say that my Government have under their earnest consideration to-day the question of encouraging more white people into the country and on to the farms and on to the land.

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Emigration. (General Botha.)

Mr. DEAKIN: Might I point out this: speaking in an impromptu fashion to-day, I did not read one document which I ought to have read with reference to emigration, though I alluded to it. A Mr. Hughes, who represents the employers in Queensland who desire to obtain white labour for sugar cutting, wrote to the Emigration Board and I referred to their reply without quoting it. He forwarded the conditions to them. The conditions are for the obtaining of labourers, and provide that preference must be given to British people under all circumstances. Only failing them can application be made to the Continent. I am happy to hear indirectly that we hope to obtain a sufficiency from this country without applying at all to the Continent, so far as the Queensland Government is concerned. However, what they are offered is not contract rates, though they may take these if they like afterwards, but regular terms, which range from 22*s.* 6*d.* *to* 25*s.* a week with rations and accommodation, and for harvesting, 25s. a week with rations, or an alternative for contract cutting by mutual agreement. Of course the prices earned by contract cutting must not be measured by the price for day labour. They are the earnings of exceptionally skilled and capable men, just as some of our shearers always earn twice or thrice as much as the ordinary shearers because they have a special aptitude. The reply of the Committee was even more direct and unqualified than their published circular, because in answer, Mr. Henry Lambert, signing as Chairman, on the 15th March last says: "My Committee do not consider that emigrants from this "country are at all suited for work on sugar plantations"—the whole sugar industry is swept out—"and they would certainly feel it their "duty to warn them against undertaking such work in the tropics." I think explicitness is a great virtue; it is one of the greatest official virtues, and there is no doubt about the perfect explicitness of that statement. The Emigration Office feel it their duty, owing to their own want of knowledge, actually to warn British emigrants against undertaking the work which is now being undertaken successfully by several thousand white men this season. The industry is very prosperous: the contract rates I referred to are exceptionally high. If the whole industry were conducted on that Dr. Jameson's criticism would be quite justified. The average man is on daily wages. I mentioned those high rates because they tend to withdraw men from the daily wage system to the contract system, in which as a rule, they get better results than on the daily system. Otherwise they would not undertake it. Only exceptionally qualified men get the wonderful results mentioned, which are of great value, although they are rare, because they operate as a stimulus to attract men to the industry, and as a stimulus to the men employed in the industry to put forth their best efforts. When others see a man able to make 1*l.* a day for weeks in succession, and return home with the result, that helps to draw people in Australia to this industry. Undoubtedly in every part of it this work will be accomplished by white labour only. We have enough direct experience now to be quite satisfied that it can be done. There is no doubt about that. Those exceptional terms attract people to it. The average men do not earn so much, but the work is being done efficiently by white labour to-day—more than half of it. If my memory serves me, I think nearly three parts of the work will be done by white labour this season. Under these circumstances, for a Government Agency to absolutely warn men against undertaking

work which men are already doing, and doing most profitably, certainly points to a very strange condition of affairs.

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Emigration. (Mr. Deakin.)

Mr. BURNS: Lord Elgin and gentlemen, the Conference has decided unanimously to adopt the first paragraph, that " it is desirable " to encourage British emigrants to proceed to British Colonies rather " than to foreign countries." Against that first paragraph the Government have no objection to make, because it practically connotes a line of action that has been taken not only by the Government but by all the subordinate authorities throughout the United Kingdom during the last 15 or 20 years with regard to the direction of, advice to, and guidance of intending settlers in new countries from the Mother Country.

We are discussing the second paragraph now, which says: " That " the Imperial Government be requested to co-operate with any " Colonies desiring immigrants in assisting suitable persons to emi- " grate." That, of course, brings us face to face with practical methods and probable financial schemes, and on that it is advisable that the view of the Government should be in the main expressed. Before it is expressed it is advisable that the point raised by Mr. Deakin should be met, and I trust mutually satisfactorily cleared away. The Government think that as so many Colonies are all competing for emigrants from the same source it is very very difficult to give financial assistance to one without more or less damnifying the others. Up till now the Government at home have considered it best, both to intending settlers and emigrants, above all to be fair to all the Colonies, and that the agencies on this side should be directed to give the intending emigrant all the essential facts in forming his mind and in advising him as to where best he can take his labour, and adapt his industrial aptitude to any particular Colonial demand that for the moment is seeking his labour. Mr. Deakin will pardon me if I say that he has rather misunderstood, and I do not think sufficiently appreciated, the extent to which the Board of Emigration have done this particular form of work. If Mr. Deakin will look—as he often probably has looked, but I would ask him to look again—at many of the really excellent specimens of literature that are issued by the Board of Emigration on this side, he will find we almost vie with Canada both in the versatility and the excellence of our advice to emigrants and settlers. I can assure Mr. Deakin and the Conference that every step is taken by the Board of Emigration to give all the people in this country who intend to settle elsewhere, facts such as cannot be challenged, because the Board realise that much of the diminution that in recent years has taken place in the number of emigrants from the Mother Country to some of the Australian Colonies, is due in the past, either to private, public, or semi-public agencies misrepresenting the Australian fields of labour, and to this information being allowed to go uncontradicted or uncorrected. The result is that suspicion of certain Colonial fields of labour has grown up which can only be removed by the Board of Emigration itself being almost painfully precise in acquainting people with what the real conditions are. I do not think that in the particular Queensland case anything more than that has been done. Mr. Deakin was rather severe upon the Board of Emigration for what I believe is after all only an exceptional incident, and one that I trust may never occur again. I would like to point out to Mr. Deakin, that the circulars and hand-

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books issued by the Emigration Office, which are numerous and circulate through many ramifications, are never issued before the proofs of those publications are previously sent to the Agents-General themselves; and in many cases the Agents-General are asked, and they are very willing in the majority of cases to respond, to revise the actual proofs and correct the draft literature and information which is submitted to them. I can only say with regard to the Queensland incident, that there the Home Government, through its Emigration Department, did what I think was nothing but bare justice to people who were likely to be attracted to this particular form of labour. If Mr. Deakin would allow me, I would like to read the first notice in March. It says: "Free passages by the Orient Royal Mail Line "steamers are now offered to *bona fide* farm labourers, and their families, to whom employment is guaranteed on arrival at full wages "current in the State. The Queensland Government, in addition to "the passage, undertake to take care of such persons until they are "safe on the farms where work has been arranged for them. Notification has already been given by the Government to intending employers that farm labourers will not be indented unless the wages "offered are considered satisfactory by the Executive Government of "the State; information as to this sum can now be obtained at "the Agent-General's Office, London. It will probably save many "applicants time and trouble to be informed that as the Government "are indenting this labour for employers in the agricultural industry, "there is an implied promise that the labour will be up to the standard of an ordinary agricultural labourer, and that for the concession of a free passage and constant employment on arrival, applicants must come strictly within these conditions and must be what "is generally known as farm labourers, *i.e.*, healthy men who have "been accustomed to work at some form of farming operations." I respectfully submit that that is a clear, bald, and truthful presentation of the conditions under which the labour was to be employed there. On April the 12th, shortly afterwards, the Board of Emigration sent out a revise, which was as follows: "The Queensland Government has a system of free passages to *bona fide* farm labourers "and their families who are approved by the Agent-General in London, and guarantees them employment in the State at full wages; "but up to the present the indents for such passages have been limited to men willing to work on the sugar farms in the north. The "climate there is hot and moist." I gather that Mr. Deakin expressed the same view.

Mr. DEAKIN: Yes.

Mr. BURNS: "The climate there is hot and moist in the rainy "season from January to March, and hot and dry at other times, and "is very different from that to which farm labourers are accustomed "in this country. It is very questionable, therefore, whether they "would be able to work on arrival under the tropical conditions that "prevail in North Queensland. The work of harvesting and crushing cane is still more trying, and is paid for at a higher rate. The "free passage emigrant need not engage in it unless he wishes; and "indeed the work is not suitable for persons from this country who "have not resided for some time in the tropics." I venture to say that both the original document and the revision sent out by the Board of Emigration are in accord with the statement made by Mr. Deakin

himself here. The Board of Emigration thought it desirable that the people going to this particular tropical sugar belt should not be in any way under any misapprehension as to the kind of labour that they would have to do, because our experience here is that one grumbling, sore-headed, dissatisfied emigrant in a field of labour, when he has been attracted there through too glowing a description of what would happen to him when he arrived there, does more harm to the general flow and direction of emigration to that and other fields of labour than anything you can possibly conceive. The Board of Emigration, I think, with fairness and impartiality, decided that it is far better to tell the emigrants even the unpleasant truth, if it be the truth, as to the conditions of labour under which he can be employed, than to buoy them up with rosy descriptions that cannot be realised, of which, when communicated back as it always is by letter through the discontented one's complaints, the effect is to damage that particular district for 10, 15, or 20 years. The case quoted by Mr. Deakin is an evidence in my judgment of the great care and truthfulness and courage that the Board of Emigration has shown in this particular case. I may say that the Government of Queensland have expressed their appreciation so much of circulars and reports of the Board of Emigration, that only recently this year they have ordered 25,000 copies of the Board of Emigration's Handbook on the Colony. I can only say that in my judgment the Board of Emigration were well within their rights. It would have been a permanent injustice to the Queensland labour field unless they had made their revise. I am convinced that this incident will still further induce the Board of Emigration to place themselves more closely in touch with the Agents-General before issuing any informaton, or making any correction, or rectifying any mis-statement, and they will do their best to instruct the settler and the emigrant to find work under conditions that will be beneficial to him and we trust not detrimental to the Colony to which he goes.

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Having dealt with that incident, may I say a word or two—because it is pertinent—on the general question as to practical means. Mr. Deakin said that there was an obligation to direct actively to the Colonies the surplus people of the Mother Country, and I think he suggested passively to divert people who intended to go elsewhere to places within the British Empire. I can only say that the emigrant decides this in the main practically for himself, and to the extent that we would over-persuade him in making up his mind say, to go to Canada as against Australia or New Zealand, to that extent we would give his mind a bias in a direction that we ought not.

Mr. DEAKIN: No one suggested that.

Mr. BURNS: No, the business we think, of the Home Government is that as all the Colonies are competing for emigrants and settlers practically of the same type, what we have to do is to take the claims as set forth by the Agents-General themselves who want those claims for labour submitted to the Old Country. It is the business of the Agents-General and the Home Government to co-operate with each other as to where, how, and in what best way that information can be placed before intending settlers and emigrants, and I can assure the Conference that efficient though the steps of the Board have been in the past, we hope considerably to improve upon our present methods and agencies by means of which the common desire of this Conference can be secured.

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Emigration. (Mr. Burns.)

Now, may I say a word about the type of emigrant. I know that Mr. Deakin, and also Dr. Jameson, Mr. Moor, General Botha, and Sir Joseph Ward, and I know it from practical observation in Canada on the subject,—want the same type of settler and emigrant. They want the farmer, they want the good skilled labourer, they want the skilled handy-man, they want the domestic servant, and, in many cases, they want the platelayer, and the heavy lifter, and the man whose physique is adapted to the opening pioneer work of constructing public and private works on a big scale in new countries. You also want skilled artizans, mainly of the building trades. Now, in this particular matter, the Colonies, to a great extent, can be helped by the Old Country, because at this moment we have I am sorry to say, through reasons that I need not go into, a very large number of men in the building trade who are slack of employment. We also have, proportionately to the Colonies, more surplus unskilled labourers than any of the Colonies possess, and it does seem to me that if those men in the building trades, who are a type of men that many of the Colonies pre-eminently want in opening up new countries, were more closely informed as to the colonial requirements of labour, we should see a very considerable number of men of the building and similar trades seeking work in Colonies where their work would perhaps be for the moment better, and perhaps ultimately more regular than it is now. But the supply of labour must flow without preference or pressure on the choice of the individual emigrant to wherever he chooses to go. It is interesting that this Conference should know that in the last two or three years when emigration from the Old Country has gone up enormously by all the agencies, whether it be distress committees, or boards of guardians, or private or public bodies, or trade unions, or any other association, and there are nearly 1,000 agencies in this country taking directly or indirectly an active part in sending people out of the country, mainly to the Colonies; 95 or 97 per cent of the total people that have left through private, public, or semi-public agencies the Mother Country for external Dominions have gone to Canada or to the other Colonies. But the enormous volume of emigration that has gone to the United States, relatively is not as great as it was, and is rapidly diminishing. For instance, only a few years ago, and this Sir Wilfrid Laurier will be pleased to hear, in 1888 Canada had 11 per cent of the emigrants that left the Mother Country, and America had 72 per cent; to-day Canada has 31 per cent and America 47 per cent of the total. So that the object this Conference has at heart, namely the training and directing the surplus population from the United Kingdom to British Colonies is being attained without too much organisation and without too much obvious regulation.

The other point is this: I trust that this Conference will realise what my experience suggests, and what I think the facts inform us upon, which is that over-zealous attempts to get people to emigrate very frequently do more harm than good. They very often attract the wrong type of people to the right place, and the result is that disappointment ensues, and the permanent steady flow of regular emigration is damaged thereby. I trust that the Conference will agree with us that emigration by settlement of communities of men is not a desirable thing. The northern farmer in another connection said: "The poor in a loomp is bad," but the poor in a lump taken from one country and from special districts and of a particular class to another is worse. I do not care whether you emigrate bodies of

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rich men from England to Canada or Australia, even if you can get them all to live together in their new home, which is doubtful, that in itself is not so beneficial as it would be if they were spread over a large area. In any case, to take large communities of men from one district of England and to dump them down in any Colony is, in my judgment, a mistake. What we have to do is to guide and direct the individual, let him go where his appetite inclines him to go, but if any attempt, if Dr. Jameson will pardon me for saying it, of close settlement, of land settlement, of settlement by communities of men such as philanthropic associations have attempted in some parts of Canada and America, is, in my judgment, a mistake, as experience will prove. Outside the Doukhobors, in Canada, I have learnt of no case of a community of emigrants that was at all worth the money spent upon it, or which in any way justified the enthusiasm or the hopes raised on its behalf.

Dr. JAMESON: Close settlement does not mean large settlements going out. It could be very well carried out by individual emigrants.

Mr. BURNS: Yes, I know, but that is a very risky experiment. I mean there should not be 1,000 men from one part of England taken to some particular part in any of the Colonies. It is best to mix them up. They have different tastes, they have different habits, and the tendency of these settlements, however large, or, however small, is for them to become a first-rate collection of social and political cranks, ending in failure and disappointment, and waste of the money spent upon them.

Dr. JAMESON: Excuse me, there is some misapprehension as to what I mean by close settlement. The fact of the matter is, in South Africa our land is in large areas, and it is the large farms of 2,000 or 3,000 acres, and so on, which exist until we get irrigation, as mentioned by General Botha, so that we can, like in Canada and in Australia, I believe, get a family to live on 160, or 20, or 10 acres even. That is my idea of close settlement.

Mr. BURNS: I understand the point is, that in a tropical or semi-tropical climate agriculture can only be carried on by irrigation and more or less artificial means, and you have more or less to pack your people in certain areas, because there the irrigation scheme is. That I do not object to, but to ask that a certain block of population should be taken, or a certain class of population should be taken from the old country for that particular work, in my judgment will ultimately prove to be a mistake. It leads to industrial, social, mental and moral, disadvantages that we need not enlarge upon at this particular moment.

This brings me to the point as to what the form of the co-operation can be. The settled policy of Parliament, it is well I should inform the Conference, has been not to vote State money for emigration. Although local bodies, boards of guardians, distress committees, and others, have power and exercise it, as I have indicated, to vote public and voluntary money to emigration and settlement, Parliament has always been against a State subsidy for emigration to any or to all of the Colonies. I may give an instance of the kind of thing that is done. Under the Unemployed Workmen's Act the distress committees in the year 1906 sent out 3,875 persons at a cost of 7*l.* per head, part State, part local, part private money. In 1907 that will be consid-

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orably more. The boards of guardians in the last ten years have sent out 3,588 children, and if I may say so, these, in my judgment, are perhaps the best form of emigrants and settlers, looking ahead, that the Colonies could possibly have. Dr. Barnardo's agency has sent out 18,000, and nothing pleased me more when I was in Canada than to hear that of these 18,000 children that had been sent out, 95 per cent were not only doing well, but were doing first-rate in many cases and more than satisfied those with whom they were settled. It is interesting for us at this moment to know that even only last year there were 19,000 people in Canada who wrote to the Canadian Board of Emigration for children, boys and girls, from the Mother Country. On that some of the gentlemen of this Conference might say : "But what about their condition ?" On that I think this Conference ought to be assured of this fact that the people who have charge of them here, whether they be guardians or private or public agencies, do everything within their power not only to see that the children are physically fit, but that they are trained and equipped for their new life, and I know no form of diversion of population that would be productive of so much good to the Colonies and to the Mother Country as an increase in the number of children going to the new settlements beyond the seas.

I can only say in conclusion that Canada, which has recently given no assistance towards the cost of passages, has perhaps shown the Mother Country and some of the other Colonies the way of handling this particular question. Nothing could be better than the way in which the Canadian Emigration Authorities, by information, by circular and by literature, have done their work, and in so far as the Old Country can live up to Canada in this particular regard, the Board of Emigration will be disposed to do so. The Colonies represented here to-day can rest assured that if they care in any form to make any representation to the Home Government as to what should be done, the Board of Emigration, the Local Government Board, and the Board of Trade, will be only too ready to respond to any suggestion or information they may give. The reorganisation of the Emigration Board itself is under the consideration of the Government. The recommendation by the Settlements Committee that State grant for five years should be passed by the Imperial Parliament, is under the consideration of His Majesty's Government at the present time, and my last word is that if the Colonies think that any of the work done by any of the home agencies is of such a character that it may be improved upon, the Government will be only too pleased to respond to such advice, suggestion, or information, always relying upon this cardinal fact that the Old Country cannot be expected to show a preference in the matter of emigration to any of the Colonies, and will do her best to treat all of them fairly and to bring before intending settlers and emigrants the real facts of what the Colonies offer them. For the moment beyond that the Home Government is not disposed to go.

Sir WILFRID LAURIER: When this resolution of the Commonwealth of Australia was first brought to our attention I read here: "That it is desirable to encourage British emigrants to proceed to "British Colonies rather than foreign countries. That the Imperial "Government be requested to co-operate with any Colonies desiring "immigrants in assisting suitable persons to emigrate." As I have

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stated already the first paragraph, as to which Canada has no dissenting voice, does not require any discussion. But we thought with regard to the second paragraph, that perhaps it was intended by the Government of Australia that the Imperial Government should be invited to co-operate financially in a scheme for bringing emigrants to the new Countries beyond the seas. We approach this subject from the point of view of Canada, with the statement that we have no grievance at all. At the present moment we are quite satisfied with our position in that regard. In fact, we have undertaken ourselves to manage our own immigration, and so far, we have no reasons to complain of the result of our efforts; but of course it goes without saying, that if the Imperial Government were prepared to help and assist us financially we would be only too glad to co-operate with them. Listening to Mr. Deakin very carefully I did not understand that he had even any such project in his mind. If I properly appreciated the tenour of his remarks, he rather thought that the Imperial Government under existing circumstances were not doing all they might do, or were doing it in a way which was not satisfactory to the Government of Australia. For my own part I would be glad to hear again from Mr. Deakin what practical suggestion he has to make to implement what is contained in this paragraph.

Mr. DEAKIN: Sir Wilfrid, our difficulty was when we considered the schemes that we ourselves would like to see adopted, how far we ought to approach the Imperial Government with any definite suggestion, inasmuch as they might consider that this implied at all events that we were better judges of their business than they were. Now we can only claim that at our end of the immigration movement we are entitled to speak from our own experience as to what we want. But as to the particular means by which immigration could be fostered here, we have a good deal of hesitation. Our first idea was a reform of existing methods. I have no personal quarrel with the Emigration Board. I have spoken upon information supplied me, and am not singling out the Emigration Board or the Department with which it is associated from any other Department. But our experience in Australia is—and it may possibly be not confined to the Commonwealth—that it is not possible to constitute a public department of officials for any purpose, however excellent, of any men, however capable, who will not sooner or later, and probably soon, lose touch with the changing conditions of the practical work with which they were originally created to deal. For ourselves it is only by constant Parliamentary vigilance, by perpetual Parliamentary criticism, by influence brought to bear through the responsible Ministers, that we are able to keep our own departments in some degree up to the requirements of our own country. I should suspect that the experience everywhere is the same. It is not the fault of the individual so much as it is the fact you cannot have a department without a system, and when once you stereotype the system you begin to check the individual energy, initiative power and free criticism of the men engaged in it. While you cannot live without bureaucracy, and while the democracy needs it specially, with us the constant attention of the representatives of the people is required to be devoted to our own departments. We have to confess that they do not satisfy us. Consequently, if I may be pardoned for the digression, I am not trying to select the Emigration Board for comments which I have had occasion to make upon other departments. There will always be

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differences between ourselves and our departments. While departments are necessary agencies of governments, they are in my opinion in inevitable opposition, so to speak, to the re-adaptations and fresh adaptations called for by the circumstances of each case. I do not say that any one statement in that objectionable circular was untrue, but I do say that to send it out without adding the facts that the whole of the crushing always has been done by white labour, that the greater part of the harvesting is now being done by white labour, and the whole of it will be, is misleading. The greater part of the work of an ordinary sugar cane farm is now being done by small farmers upon their own land who make an arrangement for the disposal of their cane, yet this circular might suggest that white labour is being excluded and cannot be expected to cope with this industry. The circular is bad because of what has been omitted. In that letter I have read there is an extraordinary intimation that people need to be warned off from what white people are already doing with profit to themselves and to the country. That appears to me to be an inexcusable act. I do not put it stronger than that. Mr. Burns, if I may say so, made the best possible defence that could be made, and in so doing has discharged the duty of a Minister, of speaking for those who cannot speak for themselves much better than they could. All I can say is, I am confident if Mr. Burns had been dealing with this question, it would have been dealt with in a different fashion. Any Minister issuing a circular would have framed it in a different fashion. I do not wish to dwell upon that, but I must say there is a good deal to be expected not only at this moment, because we come here to criticise, but from that perpetual reformation of departments which we find necessary in Australia,—I am confining my criticism to my own country, because that cannot possibly give offence—imparting to them fresh life and fresh direction so as to keep them in touch with changing circumstances. I have reason to suspect that the need is just the same elsewhere.

With a great deal Sir Joseph Ward said, and I also wish to associate myself in his criticism, I concur. Certainly, when we ask for the co-operation of the Imperial Government, we ask for effective co-operation in directing and not in discouraging emigration. Then Sir Wilfrid Laurier implies that we ought to specify the means to be employed. We think a more effective organisation here is wanted under the direct control of the British Government, or some of its Ministers, with that closer touch with the various representatives of all the Dominions which Mr. Burns has been good enough to foreshadow for us. We anticipate a great deal can be accomplished by this means, and we confidently expect it will be accomplished. I am sure, as far as Mr. Burns is concerned, it will be done, because he is an active and practical working man in this and other respects. But we go further; we do not wish to press unduly upon the Imperial Government, but we look upon improved means of communication generally, by joint action between the Mother Country and the several Dominions, as a very important means, not only of assisting emigration, but also trade. We are perfectly aware that subsidies are now given to shipping which competes with British shipping, both for passengers, cargo, and even emigrants. We have a line running to Australia to-day under the British flag, which is really in the main portion of its capital and interest, I understand, a foreign line of steamers. We think encouragement should be given to vessels not only flying the British flag, but actually British, so as to enable

freights to be cheapened, and passenger rates to be lowered. It is only upon the last economy upon steamers running to all the dominions, or that should be encouraged to run to all the dominions requiring colonisation. We venture to think a good deal can be done by co-operation between the different Governments in that direction, and indeed by improvement of all the means of communication, which outside this chamber, Sir Joseph Ward and Sir Wilfrid Laurier have been recently discussing. We say improved agencies between the Mother Country and ourselves, improved means of communication, closer touch with our fellow colonists, improved shipping services, cheap and rapid, are among the means by which a population might be attracted to British countries instead of to foreign countries. We appreciate Mr. Burns' criticism of communities when their settlements are separated by language and by strongly-marked customs from the rest of our people, but communities from the white races grouped together under one flag, whether British or French Canadian or Africander, as the case may be, so long as they are our own people, although we have no urgent desire for communities, we are yet so very much in need of population that if it could only be obtained by that means, we should be sorry to disapprove it. We would be quite willing to see some communal settlements, not in the strict sense, but joint efforts for settling individuals who choose to group themselves together on particular areas of land. While we do not favour it, we should not fear it, and would rather face it, speaking for Australia, than not acquire population at all. It is only where the community is, so to speak, kept within a ring fence by reason of language, blood, habits, and practices, that we see grave reason to apprehend danger. Any other reasons arising from the settlement of communities would appear to be of a slighter character which might be ignored. We wish the British Government would also favour subsidiary educational means, such as have been recently proposed, seeing that the schools and through the schools the children in this country were brought into closer touch with the realities of life in the outer portions of the Empire. Mr. Burns spoke—and I think so far as any of us know we all echo his commendation of the transport of children by Dr. Barnardo and others to Canada, and elsewhere. That appears to have been a brilliant success. Is not the suggestion closely connected that in all the schools of the United Kingdom there should be sufficient teaching with regard to the Dependencies of the Empire, so that as the children grow up, if they wish to make a choice of a new home, they will have the knowledge necessary to make that choice. We are undertaking the necessary obligaton in all our schools of teaching not only British history, but British geography, in order that they may understand the course of events in the Mother Country, the centre of our race. In the schools, among the children, by operating through your Boards of Guardians and other bodies to whom Mr. Burns referred, by operating through a rejuvenated Emigration Board here, associating it with the Central Emigration Board in this city, by assisting the means of communication and particularly shipping—these are among the methods which are open to the British Government to choose. Any or all of those we would welcome, so far as Australia is concerned. We are prepared to co-operate in any and every way in order to encourage emigration.

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Emigration. (Mr. Deakin.)

Mr. BURNS: May I say a few words on the last point Mr. Deakin has raised? I have had placed in my hand this morning some post-

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Emigration. (Mr. Burns.)

cards received by the Board of Emigration from school children, in response to a circular the Board of Emigration issues. Here are 50 or 60 postcards from children, received this morning, and it is only typical of what they receive : 'Kindly send to above address the circulars on Canada and Australia."

Mr. DEAKIN: I hope you will not send the circular of April 12th.

Mr. BURNS : If we send the one of April 12th, I think we will have to put a footnote in, that we omitted, in order not to damage Queensland, any reference to the fact that Kanakas have previously been employed in this particular industry.

Mr. DEAKIN : We do not mind that a bit. Put it in by all means. We are determined to have a white Australia, and mean to keep it white. We have voted 12,000*l.* of Commonwealth money in order to deport those men comfortably to their homes and families. We believe it is good for the Islands to have them back, and good for their people that they should return and live among them. For ourselves, we will have a white Australia, cost us what it may. We are anxious to let everyone know it.

CHAIRMAN : There is one resolution before the Conference proposed by the Commonwealth. We agree to the first part. I think, as far as my colleague and I are concerned, we are quite prepared to accept the second.

Mr. F. R. MOOR: If I may be allowed to interrupt, I think it would, perhaps, be better if that second part was more elaborated in the direction that Mr. Deakin pointed out, so that the public should realise what the resolution really means. Towards the end of Mr. Deakin's exposition of what they did mean, he pointed out the value of co-operation as regards shipping and reduction of freights. I think if one or two indications were just enumerated in that resolution it would be of great use.

Sir JOSEPH WARD : Surely that is a matter to come up later on in connection with trade ? I would not mix them.

CHAIRMAN : I think it would be a little difficult to take it up now.

Mr. F. R. MOOR : I am in the hands of the Conference, but it seems a pity that the public should not know what is meant, even if it is only one or two headings of what we intend by the co-operation.

Sir JOSEPH WARD : For myself I would support the resolution as a whole. I see no objection whatever to it upon the understanding that so far as the second paragraph is concerned—having reference to New Zealand alone, for which I am speaking—that the co-operation would be upon application from a Colony.

Mr. DEAKIN : Necessarily. There must be two people to co-operate. If New Zealand does not co-operate, plainly it does not desire it.

Sir JOSEPH WARD : There is one Colony here suggesting co-operation, and the other side is the Mother Country.

Mr. DEAKIN: "That any Colonies desiring."

Sir JOSEPH WARD : "Be requested to co-operate with any Colonies desiring to co-operate." The understanding is, we have first to express our wish to co-operate.

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Emigration. (Sir Joseph Ward.)

Dr. JAMESON : What it means, after Mr. Burns's speech, is, that this co-operation is limited to good wishes.

Mr. BURNS : And methods affecting the distribution of information.

Dr. JAMESON : And the Board of Emigration reorganisation is under consideration at the present moment.

CHAIRMAN : That is in the report of the Committee.

Dr. JAMESON : With regard to the subsidising of ships, I understand Mr. Burns to say that Parliament has set its face against anything of the kind.

Mr. BURNS: Yes; it has been the settled policy of Parliament for some years.

Mr. DEAKIN: Not in connection with the subsidising of ships.

Mr. BURNS: But, in connection with emigration, not to grant votes of Imperial money for emigration.

Mr. F. R. MOOR: But as regards South Africa, owing to the practice of the Colony as regards our contracts, we have been able to obtain contracts highly advantageous in respect of immigration. I have no doubt Canada and Australia, if not already doing it, could use co-operative influences there which, although not directly State-aided, would, by means of State work, be brought about. I think it is a pity to simply put down an arbitrary condition and say, we are going to have nothing to say to it.

Mr. DEAKIN: What I think Mr. Moor means, and very properly, is what we call a postal subsidy. That assists emigration and trade because it encourages the rapid despatch of boats. So, while it is not put forward in Great Britain for the assistance of either trade or emigration, a postal contract, as a matter of fact, does help both. Why should not that be systematised more?

Sir WILFRID LAURIER: Mr. Moor has brought it up, but it is a much more involved question and embraces much more than emigration. I think with Mr. Moor that it is a matter which ought to be taken up by itself before the Conference separates. I would not limit it simply to emigration. There are many other considerations to be taken into account, and I am quite with Mr. Moor on this point, that this is one of the things we should discuss before we separate.

CHAIRMAN: As far as emigration is concerned, what is put in the second part of this resolution, is a request to co-operate generally, and that we are willing to accept. May I put it in this resolution from the Commonwealth is accepted by the Conference?

Sir WILFRID LAURIER: The only objection I have to it is that it is too vague.

Mr. F. R. MOOR: That is my feeling.

Mr. DEAKIN: I have given the reasons for the vagueness.

CHAIRMAN: Is it acepted?

Sir WILFRID LAURIER: I have no objection.

Mr. F. R. MOOR: I must say I am disappointed as regards its present wording. It is very indefinite. If we could specify how this could be done I think it would be of more practical importance to us in the future.

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Emigration. (Mr. F. R. Moore.)

Sir JOSEPH WARD: I do not know what your method of working is. I take it we would still go on through our High Commissioner with the object of inducing people to come out to our country. For instance, with the great powerful and attractive Dominion of Canada, which is so close to England and has such splendid advantages, with their great organisation that they are going on with, we should all have to carry out our own work on our own account if we desire to get the class of people we require in our country. I do not see how you could set up the machinery in the resolution unless you elaborate it minutely, so as to help your country or my country to get what we want. We are going to have the co-operation of the British Government impartially, as suggested by Mr. Burns. At the same time we must go on with our own work.

Dr. SMARTT: Perhaps Mr. Burns would, with the help of his Department, draw up a Memorandum for the Conference, showing how best the tenour of this resolution could be carried out, and also what steps the Emigration Department would take to discourage emigrants going from this country—going to anywhere except British Colonies.

Mr. BURNS: I think it may be taken generally that consciously the British Government has never discouraged emigration to any British Colony.

Dr. SMARTT: But without recommending them to go to any British Colony, your Department ought to take up strongly the position of discouraging them from going to foreign countries, and to encourage them to go to the Colony of their choice, when so many require their services.

Mr. BURNS: The Conference has, by the adoption of the first paragraph: "That it is desirable to encourage British emigrants to proceed to British Colonies rather than to foreign countries," met your point.

Dr. SMARTT: No, my point is to know what steps your Department proposes to take to carry out the tenour of this resolution.

CHAIRMAN: We will take the best steps we can. We could not define them at the moment.

Mr. BURNS: If those steps can be improved we shall be pleased to hear from the Colonies.

Sir WILFRID LAURIER: The Conference is obliged to Mr. Burns for his address to us on this subject.

Mr. DEAKIN: I am very happy to support Sir Wilfrid Laurier in recognising the kindness and frankness of the Minister's address this morning.

NATURALIZATION.

Naturalization.

CHAIRMAN: With regard to the subject of naturalization to which we now pass I may remind you that we sent out in December last certain papers dealing with the subject, and the Home Secretary is here to-day to make a further statement to you and to make a suggestion as to the best manner in which the Conference might, perhaps, deal with this subject in its present form.

Mr. HERBERT GLADSTONE: Lord Elgin, and gentlemen, we are, I take it, in general agreement that it is most desirable to attain

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Naturalization.

(Mr. Herbert Gladstone.)

uniformity in this matter by Imperial legislation as far as possible. We recognise that this is a question of the greatest importance to the Colonies. Experience and scientific observation have taught us much on the subject, but here in this country we have a dense established population, and the difficulties which will occur in connection with naturalization are not likely to be of a critical nature. To the Colonies with their vast unfilled territories, we recognise that questions of immigration and naturalization admittedly must be of the greatest moment. In what I have to say I propose to deal with the main consideration and to avoid for the present the subsdiary points, and all the more so because when you disturb the seemingly quiet surface you very soon find that there are a series of rocks and shoals in law and other directions in connection with this question. The draft Bill circulated as a basis for this discussion I need not say we have no desire to rush in any sense at all. It has been prepared for this discussion, and I have no doubt the discussion will be full in every way. Our wish in seeking uniformity is to cover by the Act which we have in prospect as completely as possible all the ground which is common to us all, both in the United Kingdom and in the Colonies ; and the Bill itself re-enacts, consolidates, and, to a certain extent, amends the existing law. In its construction we proceeded from the circumference to the centre rather than from the centre to the circumference. First and foremost, I would like to draw the attention of the Conference to the fact that the Bill proposes to remove two principal anomalies which have for a long time caused irritation and inconvenience, both in the Colonies and in the Mother Country. First of all, as the law now stands, a certificate of naturalization can only be granted in the United Kingdom—excepting the case of a person in the service of the Crown—to a person who has resided, and intended to reside, in the United Kingdom. If he intends to go to the Colonies, however closely associated he may be with British interests and British life generally, he cannot be naturalised. Therefore it comes to this, that a wish on the part of this person to go to the Colonies in itself becomes a disqualification. Conversely, if a man in the Colonies is indentified with Colonial interests, even if he is naturalised in that Colony, he cannot qualify if he comes to the Mother Country until he has resided here for five years. So that his Colonial connection is again a disqualification for a period of five years during which he cannot become a British subject. Our view is that these anomalies are totally opposed to the principle of unity and solidarity within the Empire with regard to this matter. We propose to deal with this in clause 7 of the Bill, which provides that : " An alien who within such " limited time before making the application hereinafter mentioned as " has been under any Act hereby repealed or may be allowed by the " Secretary of State, either by general order or on any special occasion, " has resided in His Majesty's Dominions for not less than five years " or has been in the service of the Crown for not less than five years, " and he intends, when naturalised, either to reside in His Majesty's " Dominions, or to serve under the Crown, may apply to the Secretary " of State for a certificate of naturalization." It is in its general terms taken from the Act of 1870, but substituting " His Majesty's " Dominions " for " the United Kingdom." In that way we propose to entirely remove this particular anomaly. The second leading anomaly to which I have alluded lies in the fact that a certificate of naturalization granted in a Colony takes effect only in that Colony.

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Naturalization. (Mr. Herbert Gladstone.)

We propose to remove that by clause 26 of the Bill, the effect of which in brief is this, that where conditions of naturalization in a Colony are substantially the same as those required in the United Kingdom, an Order of His Majesty in Council may enable that certificate granted in that Colony to have effect throughout the Empire. That provision produces two main results; a certificate granted in the Colonies in that prescribed way becomes valid in the United Kingdom, and in the second place it becomes valid in other Colonies. By the first result the second great anomaly to which I have referred is removed.

Mr. DEAKIN: "Colonies" covers more than "self-governing colonies."

Mr. HERBERT GLADSTONE: That is quite true. I am talking in general terms now. That point certainly requires elucidation and discussion; and other similar points, for instance, as an illustration the meaning of the word "Governor" in the Bill. Points of that sort will require further discussion. I am only dealing now with the general drift of our proposals. I think then that so far as the removal of these anomalies is concerned, we do provide a certain basis of principle for an Imperial Naturalization Law. The second result of clause 26, to which I have alluded, namely, that a certificate given in the Colonies is valid in other Colonies, has been the subject of considerable criticism in the Memorandum which we have received from the Cape drawn up by the Attorney-General of the Cape Government. His point is that the Imperial law is too lax to be accepted as a test of adequate conditions of naturalization in the Colony; and he develops the criticism in two directions. He points out that, the discretion of the Secretary of State being absolute, there was nothing in the law to prevent in the Mother Country a certificate of naturalization being given to undesirables who might even be criminals, and in the second place to persons of non-European descent. In passing, I might perhaps observe one remark in the Memorandum. The Cape Attorney-General noted that at the time the Memorandum was written there was no Act dealing with the immigration of aliens in this country. Since then, as is well known, an Act has been passed, and certainly with regard to undesirables that Act has had a considerable operative force, and it does arm the Government with large powers to deal with aliens who are found guilty of crime in this country; and under that Act we have got rid of a large number of extremely dangerous and unsatisfactory persons. So we are so much, at any rate, to the good in that matter. Perhaps I may here deal with the point that the law of this country is lax, or rather that the practice under the law, the administration of it, is lax, because that is what it comes to. I may just briefly describe to the Conference what our action is in regard to this matter in my Department. Every applicant for a certificate has to give four references as to his character, and he has to give a fifth as to his residence. In every single case the most minute inquiries are made as to his character, his position, his antecedents, and his intentions. Of course, the inquiries are made in various directions, and whenever there is any necessity we make the inquiries through the police, who are the most convenient agents at our disposal in the matter. We also lay down certain tests which we require the applicants to pass; for example, we have the general test that the man must be able to read and write. We hold that he has not a real claim

to the advantages of citizenship unless he is able to read and write English. Although there may be a solitary occasion or two in which some exception is made to that, that is the general rule on which we act. Then there is also a fee to be paid, if the alien is generally satisfactory, of 5*l*., before he can get his certificate. If there is any suspicion of criminality on the part of the man, that suspicion has to be dissipated as a conditon precedent to his obtaining his certificate; and, as far as we know, no criminal has been naturalised in this country. Of course, we maintain whatever may be said about the provisions of the law, that in effect our administration of it is by no means lax, and would fulfil with regard to undesirableness and crime the requirements which are suggested on the part of the Cape Government. But it would be quite possible to consider whether certain classes of criminal undesirables might not be named in the Bill as being disqualified for naturalization. That is a matter which we should be very glad to consider, and, in fact, to put it briefly, we might see how far we could express in law what, in fact, has been our practice in its administration in this country. With regard to the second point of the Cape Attorney-General, namely, his reference to persons of non-European descent, in this country we have admitted extremely few persons of non-European descent. It is a point, so far as we are concerned here, which is not at all serious; and I would like to remind the Conference that Natal, which has by law excluded non-Europeans from naturalization, has accepted the United Kingdom's certificates as valid. A point has been raised in the Cape Attorney-General's Memorandum with regard to the conditions prevailing in Crown Colonies in regard to this matter, and he says it is a vital consideration that Hong Kong, a Crown Colony, has no naturalization law, and that the Straits Settlements require no stated period of residence, so there is nothing to prevent a Chinaman landing there and at once getting his letters of naturalization, and if the recommendation of the Committee is adopted, that it shall suffice to declare intention to reside within the Dominion, that Chinaman can at once proceed to South Africa, and can only be shut out by Act of Parliament. Of course, that is a point that requires very serious consideration, but I would suggest with regard to it that the Order in Council under these circumstances would not be made, because the conditions locally would not be so satisfactory as the conditions which prevail in this country, which would be the test. The test really would be the conditions which prevail in this country, and not the conditions which might prevail in Hong Kong or the Straits Settlements or any other Crown Colony. I would suggest to the Conference on this point, which is, as I quite understand of great importance in connection with this Draft Bill, that before an Order in Council is issued there would be ample opportunity to consult the Colonial Governments concerned; and through the machinery, which I am glad to say it is proposed to set up by the establishment of a Secretariat, we should be able to ascertain the views of the Colonial Governments concerned, as to whether the conditions of the certificate were sufficiently satisfactory.

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Naturalization.

(Mr. Herbert Gladstone.)

I do not like to go into further details at this stage. We shall be glad to consider any suggestion. A number of detailed suggestions were made in the Cape Attorney-General's Memorandum, most of which have been dealt with and embodied in the draft Bill; so that it is proposed to assimilate those suggestions which are now the law in most Colonies with our own law. We recognise the force and

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Naturalization. (Mr. Herbert Gladstone.)

justice of the claim of the Colonial Governments to deal with special difficulties which affect them in varying ways, and with which the Home Country is not directly concerned, or with which it is not desirable or possible for us to deal ourselves. I would venture to suggest that outstanding points, points for the most part of detail, but still of very important detail, should be left to be dealt with by a committee. Our desire is to make the Imperial Law as comprehensive and acceptable to the Empire as possible, and we seek, in short, willing agreement on a basis which will not interfere with the local necessities and the legitimate desires of all the individual Colonial Governments which are concerned in this question. I therefore would venture, Lord Elgin, to suggest that this Bill might be referred to a Committee, so that its details may be thoroughly considered by representative men, and I would propose to move a resolution which runs thus: "That, with a view to attain uniformity, so far as practic-"able, an inquiry should be held to consider further the question of "naturalization, and in particular to consider how far and under "what conditions naturalization in one part of His Majesty's Dom-"inions should be effective in other parts of those Dominions, a sub-"sidiary Conference to be held if necessary under the terms of the "resolution adopted by this Conference on the 20th April last."

Sir WILFRID LAURIER: That is, perhaps, as far as this Conference would propose to go. It is a very complicated question, and I think it advisable to have a discussion upon it.

CHAIRMAN: You wish to discuss it further?

Sir WILFRID LAURIER: I think so. It is most important and most complicated.

Sir JOSEPH WARD: It certainly ought to be discussed.

Mr. HERBERT GLADSTONE: It is very complicated.

CHAIRMAN: We submitted this resolution strictly in the terms of the decision of the Conference the other day with regard to our future organisation, so that it might be carried out on those lines, namely, that we should be responsible for seeing that an inquiry was made at a subsidiary Conference held as soon as the inquiry might be ready. We put it before you just now in case on those terms the Conference did not wish to discuss it further at this meeting, it being a very technical matter, but of course if the Conference does desire it, we must try and arrange another day.

Dr. JAMESON: Could it be adjourned to one day next week, when we might have a copy of what Mr. Gladstone has told us?

CHAIRMAN: We cannot discuss it next week.

Sir JOSEPH WARD: I think we ought to have a general discussion upon it.

Dr. JAMESON: Yes, that general discussion might be at a later period, and then we shall have before us a copy of Mr. Gladstone's address.

Sir JOSEPH WARD: If this matter went to a Committee before we had an opportunity of discussing it, there are some points of material importance certainly, to New Zealand, which I should have no opportunity of dealing with. I wish to deal with them, though I can do so briefly, because it is a very complicated and difficult matter and the proposals outlined by Mr. Gladstone in some respects

are of a very far reaching character so far as my country is concerned. Sixth Day. 25th April, 1907.

Naturalization. (Sir Joseph Ward.)

Mr. HERBERT GLADSTONE: May I say that I did not formally move the resolution with a view to avoid a general discussion before we got to it, but I thought that as the hour was now late it might be desirable to put my general suggestion before the Conference so that you should be in possession at any rate of our views in the matter, and then the Conference could take what course it thought desirable.

CHAIRMAN: Then the Conference adjourns on this matter, and the actual day to be fixed for that discussion to be left open.

Adjourned to to-morrow at 3.30.

25th April 1907.

MINUTES OF PROCEEDINGS AT A DISCUSSION BETWEEN THE CHANCELLOR OF THE EXCHEQUER AND OTHERS REPRESENTING HIS MAJESTY'S TREASURY AND CERTAIN MEMBERS OF THE CONFERENCE.

HELD AT THE TREASURY, WHITEHALL, THURSDAY, 25TH APRIL, 1907.

PRESENT:

The Honourable ALFRED DEAKIN, Prime Minister of the Commonwealth of Australia.

The Honourable Sir JOSEPH WARD, K.C.M.G., Prime Minister of New Zealand.

The Honourable L. S. JAMESON, C.B., Prime Minister of Cape Colony.

The Honourable Dr. SMARTT, Commissioner of Public Works Cape Colony.

General the Honourable LOUIS BOTHA, Prime Minister of the Transvaal.

The Right Honourable H. H. ASQUITH, K.C., M.P., Chancellor of the Exchequer.

The Right Honourable W. E. MACARTNEY, Deputy Master of the Mint.

Mr. WALTER RUNCIMAN, Financial Secretary of the Treasury.

Sir E. W. HAMILTON, G.C.B., K.C.V.O., Permanent Financial Secretary to the Treasury and Auditor of the Civil List.

Sir GEORGE MURRAY, K.C.B., Permanent Administrative Secretary to the Treasury.

Sir HENRY PRIMROSE, K.C.B., C.S.I., Chairman of the Board of Inland Revenue.

Mr. W. BLAIN, C.B., and other Officials of the Treasury.

Mr. G. W. JOHNSON, C.M.G.,
Joint Secretary.

DOUBLE INCOME TAX.

CHANCELLOR OF THE EXCHEQUER: I thought that, perhaps, the most convenient point to begin with, subject to your opinion, was the double payment of income tax. It touches you most, Dr. Jameson, and you also, Mr. Deakin.

Dr. JAMESON: Very much indeed, and it will affect General Botha very much more than it does us, or will presently.

CHANCELLOR OF THE EXCHEQUER: It does not just now, Dr. Jameson; perhaps you had better open that topic if it is convenient to you.

Dr. JAMESON: Mr. Asquith, we have stated and re-stated this case frequently and I think it is fairly rightly stated in our resolu-

tion: "That it is inequitable that income tax be levied in the United "Kingdom on profits made in the British Colonies and possessions, "upon which income tax has been paid in such Colonies or posses- "sions, and it is equally inequitable that income tax be paid in any "British Colony or possession on profits made in the United King- "dom upon which income tax has been paid in the United Kingdom, "and that representations be made in the Federal Government to "urge the repeal of enactments imposing double income tax on "British subjects by the laws of the separate States and Great Bri- "tain."

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Double Income Tax (Dr. Jameson.)

I think you will remember, Mr. Asquith, that, about eight months ago when I was at home, the De Beers Company came and put the case before you, and I had the pleasure of seeing you afterwards and we got at that time what, I am afraid, we rather expected to get—an absolute *non possumus*. We recognise that judgment has been given against us in the test case of De Beers by all the various courts going up to the highest, so that, of course, as the law stands, we recognise that we are liable. What we ask is—and it is a very large "ask," no doubt—that there should be legislation introduced in the Imperial Parliament altering the law. That is the only way in which our people can get relief at all. At present the position turns on the difference as to where profits are earned and where they are spent practically, and we know that we can only get relief from this double income tax upon income which is earned in the Colony, or in General Botha's case, where he has not got an income tax at present but probably may have later on, if in any case the money is actually earned in the Transvaal, when there are various shareholders outside the Transvaal, not only here, but abroad—I mean, not only in the United Kingdom, but in Europe generally—and General Botha takes the view which we take in Cape Colony, that if there is to be any taxation on those earnings, it ought to go to the State in which the earnings are created.

I do not think I need elaborate the case. It is simply as to whether the Exchequer can see its way to introduce such legislation as would exempt us, in Companies where the whole production takes place within our Colony, from the taxation of shareholders living there. There are two ways of doing the thing, as to shareholders living in the Colony itself, and as to people living in England. The usual method of collection at the present moment is that the Company deducts the total income tax, whether in the Colony or in England, from the total amount of profits earned, and, therefore, the Colonial shareholder is hit twice in our case, and we think he ought not to be; and the same in General Botha's case. Representations have been made from the foreign shareholders in the particular case of the De Beers Company where the test case took place against it. Of course, the Colonial shareholder also feels it, and he has made violent protest against it.

There is the point, possibly, that abroad or in the United Kingdom where money is spent and the man living, he may have to pay his income tax, but surely for the Colonies themselves, for the individual Colonial shareholder, it seems to be inequitable that he should be taxed for money earned when those earnings are spent within the Colony itself. Perhaps he never visits anywhere except in the Colony, and yet he has to pay this tax to the English Government besides the ordinary taxation he has to pay in his own country.

There is a small point also which was brought forward at that

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time, that supposing the companies did not practically collect the income tax for the Imperial Government here and that they had to collect it from the individual shareholder themselves, which, of course, would be in the power of the company, then probably the Treasury here would lose a good deal of money. That is merely a small side issue, and roughly the position is that I wish to press upon you, if you see your way to it, that legislation should be brought in so as to remove this inequitable tax, as we consider it to be, on the Colonial shareholders.

CHANCELLOR OF THE EXCHEQUER (*to General Botha*) : Have you anything to say upon this topic?

General BOTHA : No, except that I quite agree with that.

CHANCELLOR OF THE EXCHEQUER : You associate yourself with what has been said ?

General BOTHA : Yes.

CHANCELLOR OF THE EXCHEQUER : It does not interest you, Mr. Deakin ?

Mr. DEAKIN: Certainly, it interests us because there is a double tax. It interests us quite as much as it does any other part of the Empire, but we have not pressed it further because we understood (I hope I may be undeceived) that your mind was absolutely made up about it, and that there was no chance of our being exempted. That is our position.

CHANCELLOR OF THE EXCHEQUER : Of course, as Dr. Jameson knows, he and I have talked about this before.

Dr. JAMESON : Sir Joseph Ward is here now, and he may have something to say about it.

Sir JOSEPH WARD: I do not know what you have been discussing, but we have had an important question of what we think is dual taxation up very frequently in our country, as to whether there was a possibilty of reciprocity where your people come out who are paying income tax legitimately here, and may reside for a time in our country till the arrival of the period for collecting income tax ; they invariably complain when asked to pay income tax in our Colony, and we have that reversed of course ; people from New Zealand come to the Old Country, and the question is whether it is possible to arrive at the position of saying that we shall not charge an Englishman resident in our country who pays income tax if you say the same to a New Zealander resident who comes to England. If we could arrive at a mutual understanding upon that point it would be very satisfactory to us. I admit it is a very difficult thing to do.

CHANCELLOR OF THE EXCHEQUER : It is a difficult thing to do, but that is rather a different point from the one Dr. Jameson has raised. I will take a typical case, the case of the De Beers Company which has been held liable to income tax here, and I may point out that the tax is a tax, not upon the shareholders, but upon the profits of the Company; of course, indirectly no doubt in the long run it is a tax which falls on the individual shareholders, but the tax is collected here upon the profits made by the Company, and the ground upon which the company has been held liable is no new ground, it is quite as old as our income tax legislation. It is that the Company has been found in point of fact to be resident here, that is to say, that although the mines

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which it owns, and the operations for working those mines are carried on in South Africa, what the Courts have held to be the head, the controlling power, the directing power, the brains, and the nerve centre of the Company is here in London, or at least within the jurisdiction of the United Kingdom, and it is always a question in each case, a pure question of fact, whether that criterion is or is not satisfied.

There are a great many companies carrying on operations, for instance, in the Transvaal, a great many gold-mining companies of which that cannot be said, where the directing power, the real head and centre and directing power is not here, but is in the Transvaal, the spot where the physical operations of mining are carried on, and wherever that is the case the Imperial income tax is only exigible from any part of the profits which is remitted to this country, and actually received here. It is only when in point of fact the Courts come to the determination with regard to a particular company, that the head and centre of the operations are here that the Company is regarded as in point of law resident or domiciled here, that the whole of its profits comes within the reach of the income tax law. It is open to any company to alter its arrangements in that respect if it is to its interest to do so, but so long as the company conceives it to be in its interests to carry on the main directing power of its operations within the area of the United Kingdom, a matter which is entirely within its discretion to determine one way or the other, it has always been the law—it is no new law—in this country that the whole profits made as the result of that company's operations are subject to income tax here and the profits of the company as a whole are liable to be so charged.

I cannot hold out any hope that the Imperial Parliament will effect any change in that principle of law. To do so would be to deprive ourselves here of an amount which I should be very sorry offhand to calculate, and also it would be to fly entirely in the face of the principle of our income tax law, which is that wherever a person, a natural person or an artificial person, chooses for purposes of his or their own, to domicile themselves in this country, to take the advantage of our laws for the purposes of carrying on their trade, they are proper subjects of taxation, and we cannot discuss the question amongst whom in what part of the world the ultimate profits are divided.

We have many such cases, not only in connection with the Colonies; we have many more cases in connection with foreign countries. In South America, as Dr. Jameson knows, we have a great many South American railways, and although the whole operation of the railway as a railway is carried on in South America, the capital has been, as a rule, very largely subscribed here, and the board of directors meets here, and the operations of the company are carried on here. We tax those companies, although they are South American companies in the same sense in which De Beers is a Cape Colony Company.

Sir JOSEPH WARD : Do you tax in that case the individual in London on the profits of the Company ?

CHANCELLOR OF THE EXCHEQUER : No, we tax the Company upon its profits. We take the profits of the Company and tax them.

Sir JOSEPH WARD : Then does the individual upon his annual income again pay on a proportion of these profits?

CHANCELLOR OF THE EXCHEQUER: No; if the individual has a claim for abatement or anything of that kind that is another n at-

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ter. We tax the profits of the Company, and then the Company hands on the burden of the liability, no doubt to the individual shareholder by deducting from the dividend which would otherwise be payable to him his proportion of the income tax. The thing we have to deal with the taxable entity, so far as we are concerned is not the individual shareholder; we have no concern with him; it is the Corporation, the artificial person who is making the profits, and who, being a person now under our law resident here, is subject to our income tax law. It does not matter whether he owns a mine in Siberia or a railway in South America or a mine in New Zealand or South Africa, the law is applied quite impartially to all and it is always a question of fact in each particular case whether the constitution and the mode of management of the Company is such as to make it effectively and actually resident for the purpose here. If it chooses to transfer its head, its centre, its brain and nerve power, to some other part of the world so that it is no longer in point of fact resident here, then, of course, our claim for income tax ceases, but in that respect the case of the Company is exactly like that of the natural person; either the one or the other have to be resident here and to carry on the main directing power of their operations here to render themselves liable to Imperial income tax.

I do not think that consistently with the general principles which pervade and underlie the whole of our income tax law it would be possible for us to make a distinction in that respect, so that I am afraid on that point I cannot hold out any hope that the Imperial Parliament is likely to alter the policy which has now been persistently and consistently pursued for more than 60 years.

Dr. JAMESON: That has just raised a point, Mr. Asquith, that made us hope there might be a possibility of something being done. We are certainly not here to look after the interests of South America or these various places you have referred to. There is that awful word "Preference" which comes into this like many other things and we are realising, as we are all here now, that the fact that there is a partnership in the various portions of the Empire is becoming more emphasised, and I cannot see a better example of partnership than if we differentiated between the foreigner and the various Colonies on a subject of this kind.

CHANCELLOR OF THE EXCHEQUER: May I interrupt you one moment? I suppose a very considerable number of the shareholders in the De Beers Company are on the Continent of Europe, are they not?

Dr. JAMESON: Yes, the shareholders, but then you told us you are not dealing with the shareholders, but with the Company, the corporate body.

CHANCELLOR OF THE EXCHEQUER: The shareholders are the people who would ultimately benefit, when you come to the question of preference. It is quite true that the operations of the Company are carried on in South Africa, but who are the people receiving the dividends?

Dr. JAMESON: I do not care much who receives the dividends or how much they receive, but I do care that a big Company in a British Colony should be as successful as possible, and I feel that the success of any other Companies following in its wake would be more assured if this great benefit was given to them as a portion of the

Empire, leaving out, as you said yourself, the shareholder, and we do not care what the shareholder gets. From one point of view we naturally care what the shareholder gets, but leaving him out altogether and taking the corporate body with its operations within the Colony, if it got a certain amount of benefits probably it would benefit very much the people who are working in that Colony. There is not the least doubt of that. You made it out to be something like 200,000*l.* for one year which is taken, and of that 200,000*l.* a great deal would go towards the working and good government of the Cape Colony. It will not all go to the shareholders. We will do things on a better scale if we are not taxed to that extent. 25th April, 1907. Double Income Tax. (Dr. Jameson.

CHANCELLOR OF THE EXCHEQUER: It would be an increase of the dividend.

Dr. JAMESON: Take even the sentiment point of view represented by a very small amount of cash, it would be all helpful. Then you said just now that of course the brain force is here, and that is quite true with regard to the De Beers Company. I believe it has been decided by the law courts, and it must be so, but you said that if they did not like that they could move elsewhere. It has been discussed at the De Beers Board whether it would not be worth while for the sake of saving some 200,000*l.* a year that they should move their offices out of London altogether. It could be done, I believe; it would be rather difficult to move them out to Africa altogether, but I believe that could be done; in fact there is a very strong agitation on the part of a portion of the De Beers Company to move the whole thing out to Kimberley, and I wish they would, and then the only people who would pay income tax would be the British shareholder who happened to be resident in England, and the tax would have to be collected individually. That is where the agreement I brought in just now would come in because you would practically get nothing, and it would be not only the De Beers Company, but a large portion of the companies in South Africa are here with their brain power and have to pay. They have not been tried yet—but are going to be tried.

Sir HENRY PRIMROSE: There are a good many of them here, but there are also a good many not here.

Dr. JAMESON: Really, the larger ones are a great deal controlled from London.

Sir HENRY PRIMROSE: Yes.

CHANCELLOR OF THE EXCHEQUER: Many of them are, no doubt. I did not mean to imply that the whole were.

Dr. JAMESON: It would be rather too bad to frighten any of them away. Perhaps the Treasury might lose more by frightening them away than by making this concession to companies existing within the Empire in the various British Colonies.

Of course, the position is quite as you say, Mr. Asquith, only we want it altered. Here is the Memorandum from the Treasury of 1896, and they put it here perfectly simply, and that is why I began by saying that we know without legislation we could not alter the present position of things. "The tax in England is a tax upon in-"come received in the United Kingdom, not earned, in that respect "it appears, according to the statement of the Memorial, to differ "from the income tax, established in the Colonies, which extends only "to incomes earned in the country where the tax is in force." Now,

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to us Colonists, it appears that that is a most equitable arrangement that it should be a tax upon incomes earned in a country where the tax is in force, and that is what we hope may be an indication to have discussed, at all events, if not got any further.

CHANCELLOR OF THE EXCHEQUER : It would strike at the very root of our income tax law, and that is the difficulty, you see; logically it would go tremendous lengths.

Mr. DEAKIN : Are you not introducing a difference between earned income and not-earned?

CHANCELLOR OF THE EXCHEQUER : As regards small incomes. The De Beers Company under no possible stretch of the imagination could come into that category.

Mr. DEAKIN : Individual shareholders might.

CHANCELLOR OF THE EXCHEQUER : They can get the benefit of the law.

Mr. DEAKIN : I wanted to get that, because of your recent Budget distinction between earning and not earning.

CHANCELLOR OF THE EXCHEQUER : That was not the point of my remark ; the point of my remarks was totally different—that in England under English law income tax is payable by everybody resident here on profits wherever earned. The question whether a company is resident here is a question of fact, as you know as a lawyer, to be determined in each particular case, and if it is once held that either a natural or an artificial person is resident here, then you sweep the whole of his earnings into the net and within the ambit of the law. That has always been the position of our income tax law. Of course there is another way of giving a relief to the De Beers Company, but I daresay it would not commend itself to you, Dr. Jameson.

Dr. JAMESON : What is that ?

CHANCELLOR OF THE EXCHEQUER: That the Cape Colony should not tax it.

Dr. JAMESON : I think the De Beers Company should, perhaps, be taxed more than it is for the benefit of the Cape Colony. I am going to put some more on them this year when I go back, and therefore I am very anxious that whatever is to be plucked out of them I shall get for Cape Colony and not pass it over here.

CHANCELLOR OF THE EXCHEQUER : I quite understand, and thoroughly sympathise with you, if I may say so. I am afraid you must leave that now for the moment. I need not say I will carefully bear in mind all you have said.

Mr. Deakin, which of your resolutions do you prefer to take first ?

Mr. DEAKIN : I think the profit on silver.

CHANCELLOR OF THE EXCHEQUER: You have our memorandum ?

Mr. DEAKIN : I have.

Dr. JAMESON : Before you leave that other point, Mr. Asquith, this is more or less a private Conference, and some of us would like if you would cause your answer to be sent in as a Memorandum to the General Conference so that it may be brought up.

CHANCELLOR OF THE EXCHEQUER : I quite understand ; you naturally would like to raise it formally ?

Dr. JAMESON : Yes. 25th April, 1907.

CHANCELLOR OF THE EXCHEQUER : I will see that is done. You are now to deal with profits on silver coinage, Mr. Deakin. Double Income Tax.

PROFITS ON SILVER COINAGE.

Mr. DEAKIN : The Memorandum I have just had the opportunity of reading I may have looked at before, but really have had no chance of fully considering. It contains a good deal which appears to me to be arguable, and that might be an interesting pursuit, but I do not know that it would profit us. Let me at once call attention to one or two omissions from the Memorandum. In the first place, nowhere here is any estimate or calculation furnished. First there is an interesting discussion as to what is "profit" and what is not, and what indefinite liabilities have to be provided for ; that is mere argument. Now, as a matter of fact, it ought to be possible—I assume it is known—to state what is the apparent profit up to the present time on the silver coined in, for instance, the Colonies generally. Nowhere do we see that, and without that the argument remains academic. When reference is made to several statements here which can only have been made on the faith of some such calculation more or less close having been already carried out, one finds that it is not given. We are told that under certain circumstances the present profit may disappear. I assume these statements to be made with knowledge of what the profit is, and what chances there are of losses occurring : we are left in the dark. The supposition with us is that there is, and always has been, a considerable profit, and that there are profits still. If that could be settled by actual figures, it would a good deal diminish our difficulties in dealing with the matter. Profits on Silver Coinage.

CHANCELLOR OF THE EXCHEQUER : Are the figures you wish for the total profits, or the annual profits, for a series of years, or the profit made in respect of that part of the coinage which goes to Australia and is used in Australia, or both ?

Mr. DEAKIN : I should like both, because one comes into the other. The latter would show whether we are really misled by those among us who calculate that there is a very considerable profit which we have some title to claim.

CHANCELLOR OF THE EXCHEQUER : Of course as you agree we have to take into account as a set-off the loss which is incurred in replacing gold.

Mr. DEAKIN : Yes, that is reasonable. I would look at the figures with the further admission that it is within the bounds of possibility that there may be, though we hope there will not be, fluctuations in silver which may affect the profit. We have that generally in our mind, but really I feel quite unable to grapple with the practical side of this question until we have some idea of what the actual earnings are.

CHANCELLOR OF THE EXCHEQUER : I shall be glad, if it is possible, to let you have these.

Mr. DEAKIN: It would be a great advantage, and may I also ask for some other information? There is an arrangement between the Dominion of Canada and yourselves in regard to the silver coinage, which has obtained for a number of years. I asked my own

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officers but they could not tell me what that was, neither the nature of it nor what its effect is.

Profits on Silver Coinage. (Mr. Deakin.)

CHANCELLOR OF THE EXCHEQUER: Canada has a subsidiary silver coinage, has it not of its own?

Mr. BLAIN: It is coined by the Mint here.

Mr. DEAKIN: And it is also now proposing to have a mint of its own.

Mr. BLAIN: Yes.

Mr. DEAKIN: I assume if it is proposing to make a mint of its own it is because they must think the business of minting more profitable than the returns which have hitherto been derived from this arrangement with you. I merely assume that from this statement.

Mr. BLAIN: I think Canada wanted a mint of its own for much the same reasons as Australia.

Mr. DEAKIN: We have got a mint of our own in that sense.

Mr. BLAIN: It is a branch of the Royal Mint, like the three branch mints in Australia, that is proposed to be founded at Ottawa.

Mr. DEAKIN: It is proposed to have an institution there and to coin locally.

Mr. BLAIN: That is all that is proposed in Canada.

Mr. DEAKIN: They will not derive any greater or less profit than they do now?

Mr. BLAIN: No.

CHANCELLOR OF THE EXCHEQUER: It is really to put them on an equality of status with you, and to have a little mint of their own.

Mr. DEAKIN: I presume there is no objection to our knowing what the nature of the arrangement that exists with Canada is.

Mr. BLAIN: The subsidiary silver coins for Canada are coined for the profit of Canada, as far as there is profit arising from the purchase of the silver, and they simply pay an allowance to the Mint here that is sufficient to cover the cost of striking the coins. Mr. Macartney would say what the allowance is.

CHANCELLOR OF THE EXCHEQUER: You charge them three per cent., Mr. Macartney?

Mr. MACARTNEY: Yes.

Mr. DEAKIN: Are you in a position to say what profit they have been gaining from that?

Mr. MACARTNEY: No, I should not like to say off-hand, but there is profit, of course.

Mr. DEAKIN: I would be glad to know what it was.

CHANCELLOR OF THE EXCHEQUER: You understand it is a subsidiary coinage.

Mr. DEAKIN: Quite. That makes it easier to calculate than ours, but it affords a clue if you take into account the amount of the coinage, the population, and so on.

CHANCELLOR OF THE EXCHEQUER: We will try and furnish that to you.

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Mr. DEAKIN: If we had those facts before us we would be able to argue in a more concrete fashion.

Profits on Silver Coinage.

CHANCELLOR OF THE EXCHEQUER: Have you considered the last paragraph?

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Mr. DEAKIN: Yes, we have recently called attention to the fact that our half-sovereigns are getting shabby. We recognise that as a charge against the coinage of silver. The profit upon it is ample to provide that.

CHANCELLOR OF THE EXCHEQUER: Hitherto, the old gold coins have had to be tendered to the Bank of England, and we have suggested what we thought might be acceptable to you, to allow them to be tendered in Australia.

Mr. DEAKIN: That would be an advantage.

CHANCELLOR OF THE EXCHEQUER: I think there would be a very distinct advantage in that.

Mr. DEAKIN: Yes. If we could get the information I have asked for, perhaps we might look at this again.

CHANCELLOR OF THE EXCHEQUER: Very well. What would you like to take next?

DECIMAL SYSTEM.

Decimal System.

Mr. DEAKIN: There is decimal currency, still believed to be disposed of by an interesting document of 1859.

CHANCELLOR OF THE EXCHEQUER: Just before you arrived here, we had a Debate this Session in the House of Commons, not on decimal currency, but on decimal weights and measures.

Mr. DEAKIN: The metric system.

CHANCELLOR OF THE EXCHEQUER: It is more or less related to it.

Mr. DEAKIN: They are looped together by this report of 1859. The effect of that discussion in the House was—— ?

CHANCELLOR OF THE EXCHEQUER: To show on the whole a very adverse feeling to any change. The state of the law here at present is, as regards weights and measures, that it is optional; anybody, if they please, can carry on their transactions on the decimal nomenclature, or whatever you choose to call it, as regards weights and measures.

Sir JOSEPH WARD: In England itself?

CHANCELLOR OF THE EXCHEQUER: Yes; it is optional, but it is not compulsory, and some changes have been advocated by a considerable body of opinion, principally amongst the Chambers of Commerce. The advocates of the change have been advising that the change should be made, allowing an interval for the transformation from one system to the other, and the thing came to a head a few years ago in the House of Commons, when a Bill was brought in, and the thing was very thoroughly debated. I forget the exact figures.

Mr. RUNCIMAN: The Bill was lost by a large majority weeks ago.

CHANCELLOR OF THE EXCHEQUER: A very considerable

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Decimal System. (Chancellor of the Exchequer.)

majority in this new House of Commons, which is pretty fresh from the country, and I thought that was probably a fair indication.

Mr. DEAKIN : "Fresh" in the sense you apply the word to horses.

CHANCELLOR OF THE EXCHEQUER : In both senses, perhaps.

Dr. JAMESON : The option is very little used.

CHANCELLOR OF THE EXCHEQUER : Very little.

Mr. RUNCIMAN : It is used in the engineering trades to some extent.

CHANCELLOR OF THE EXCHEQUER : I think we had a very interesting debate about it which, perhaps, you may find worth reading—the report in "The Times" a few weeks ago. The strong opposition came from the cotton trade ; I think they were the strongest of all.

Mr. RUNCIMAN: Yes, and the whole of the textile trades.

CHANCELLOR OF THE EXCHEQUER : The textile trades as a whole, but the cotton trade in particular; they said it would involve a complete revision of the whole of their machinery as well as the old-established price-list which has been slowly compiled during 50 years.

Mr. RUNCIMAN : And the reconstruction of their looms ?

CHANCELLOR OF THE EXCHEQUER: Yes, and, in fact, of the whole apparatus of production, which would be so expensive and involve during the process of transformation so much loss from capital lying idle and the new capital which would have to be put into it, that they regarded it as a thing which would be for the time being almost disastrous to the cotton industry. The operatives and masters were absolutely at one about it ; there was a most remarkable demonstration from the whole of that industry, and I think the woollen trade was hardly less emphatic.

Mr. RUNCIMAN : The cotton trade is even more important, as the English "count" is the standard for the world.

CHANCELLOR OF THE EXCHEQUER : That is quite true ; it would affect India, and I suppose America, and you have always to consider the United States in this matter. There is no tendency whatever, as far as one can see, in the United States towards the decimal system, no really definite tendency.

Mr. DEAKIN : It is not like the coinage.

CHANCELLOR OF THE EXCHEQUER : I am speaking of the weights and measures. It is very difficult to separate the two ; they are related very much to one another.

Mr. DEAKIN : As will be seen from our resolution, our Parliament contains a certain number of members who are deeply interested in this, more or less from theoretical considerations; but the resolutions both about the metric system and decimal coinage relate to their use within the Empire. It never has been contemplated in relation to either that we should set up a standard of our own, and that is why we have to bring them forward conditionally. The resolution as to decimal currency asks that it should be applicable to the whole Empire. Of course, a statement as strong as you are able to make at the present time, after your Parliamentary discussion, does not encourage any debate on the merits.

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Decimal System. (Mr. Deakin.)

CHANCELLOR OF THE EXCHEQUER : I, personally, was always rather what you would call an academic advocate of it. Some of the great thinkers are not, and Herbert Spencer, for instance, was very much opposed to it.

Mr. RUNCIMAN : He was a duo-decimalist.

Mr. DEAKIN : Our resolutions on this point direct us to press for their use within the Empire in each case ; in each case they desire an Imperial scheme. Mr. Asquith himself is theoretically inclined to it.

CHANCELLOR OF THE EXCHEQUER : I was, but I am not sure that I am now ; I am a little weakened in my views.

Mr. DEAKIN: In any case it is sufficient, take whichever view you please, if you tell us that there is no present prospect of either of the systems being adopted. Is there any chance of this suggestion that the manufacturers and traders should themselves institute an inquiry being carried out ? Your colleague appeared to think it possible.

CHANCELLOR OF THE EXCHEQUER : I am afraid as regard three or four of the leading industries in this country you would find it impossible, they would have nothing of the kind.

Sir JOSEPH WARD: We have legislation affirming it in our country subject to Britain adopting it.

CHANCELLOR OF THE EXCHEQUER: Making it compulsory.

Sir JOSEPH WARD: Providing it is adopted in Britain, otherwise it would be no use to us.

Dr. JAMESON: It is the same with us; it comes up regularly with us and it is "when the Imperial Government passes a measure."

Sir JOSEPH WARD: We have actually passed legislation giving the Governor in Council power with regard to the matter.

CHANCELLOR OF THE EXCHEQUER: It is obviously a thing in which one part of the Empire cannot move without the rest; it must be independent and it is not worth doing unless on an Imperial scale.

Sir JOSEPH WARD: I concur that unless it is Imperial in its operation there is no use troubling further about that.

CHANCELLOR OF THE EXCHEQUER: I am afraid there is no present prospect of that at any rate.

Mr. DEAKIN: In face of the attitude of the Mother Country both the metric system and the decimal currency are temporarily outside practical politics?

CHANCELLOR OF THE EXCHEQUER: I am afraid so.

STAMP CHARGES ON COLONIAL BONDS.

Stamp Charges on Colonial Bonds.

Mr. DEAKIN: You are still going to levy stamp charges on Colonial Bonds.

CHANCELLOR OF THE EXCHEQUER: I think we give you a good deal there.

Mr. DEAKIN: If you have no intention of altering that either, why should we argue?

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Stamp Charges on Colonial Bonds. (Mr. Deakin.)

CHANCELLOR OF THE EXCHEQUER: I think for the reasons stated here, and we make a very good case, we have given you under the Colonial Stock Act—as I had occasion to point out to you the other day, and I do not want to exaggerate it at all—what you ought to agree is very substantial.

Mr. DEAKIN: That is a preference.

CHANCELLOR OF THE EXCHEQUER: It is a preference of a most substantial kind, as compared with all foreign securities. I had a calculation made the other day for the purposes of the Budget, and I was informed—and I think it is an under-estimation rather than otherwise—that about 300 millions of Colonial Stock had benefited by being admitted to the category of, and treated as, trust securities.

Mr. DEAKIN: I notice, however, in this table, comparing the prices in February 1900 and February 1907, the argument implies, and I suppose it has a certain measure of correctness, that Consols may be taken as a standard in respect of these securities, without regard to the continually changing circumstances affecting them specially.

CHANCELLOR OF THE EXCHEQUER: All comparisons of that kind must be taken with a good many deductions, of course; they are not put forward as mathematically accurate, of course. There are lots of things that happen in the interval, for instance, the war; and great difficulties were caused there.

Mr. DEAKIN: Yes. Besides the great prosperity of New South Wales and New Zealand affects the prices of their bonds quoted here.

CHANCELLOR OF THE EXCHEQUER: All these must be regarded as illustrations. They are not put forward as demonstrations, but I think the facts stated in that memorandum show that we are really treating the Colonial securities with a preference of a very substantial kind as compared with every other security, including some of our own—including a large number of our own—considering the amount of securities that have been issued by our own municipalities.

Mr. DEAKIN: We always make a broad distinction between our municipal securities and State securities.

CHANCELLOR OF THE EXCHEQUER: Particularly if compared with foreign and leaving out municipal securities, we have given a very substantial preference to the Colonies which I think ought to be regarded as final for the time being at any rate.

I think that concludes our Agenda, does it not, for the moment? It comes to this, Mr. Deakin, as far as you are concerned, that you would like on the question of the silver coinage to have those further particulars for which you asked and then to have a further discussion on the subject.

DOUBLE PAYMENT OF INCOME TAX.

Double Payment of Income Tax.

Sir JOSEPH WARD: Referring further to the question of double payment of income tax, Mr. Asquith, I would like a little further information. We have had a great many representations about it in New Zealand from time to time. Take a shareholder in a company that is registered in England and earns its money in

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Double Payment of Income Tax.

New Zealand, assuming he gets 1,000*l.* as divided from that company do you charge the income tax to the company on the whole of its profits here, including of course the 1,000*l.*, and then to the individual shareholder on his 1,000*l.* too?

CHANCELLOR OF THE EXCHEQUER: Is he resident in New Zealand?

(Sir Joseph Ward.)

Sir JOSEPH WARD: If resident here.

CHANCELLOR OF THE EXCHEQUER: If resident here, if the income tax is charged to the company then we are satisfied as far as we are concerned, and the company proceeds to deduct from his dividend his proportionate share of the tax which they have paid to the Government here.

Sir JOSEPH WARD: And the shareholder is not charged again?

CHANCELLOR OF THE EXCHEQUER: No.

Dr. JAMESON: He will bring forward a statement, I presume, that he paid on that occasion.

CHANCELLOR OF THE EXCHEQUER: Yes. If he is a person entitled to an abatement; that is to say, if his whole income is less than 700*l.* a year, which is our upward limit for abatement, then he is entitled to an abatement of something between 70*l.* and 160*l.* according to the amount of his income, and he would be entitled *pro tanto* to have that refunded if the company had taken the full rate from him.

Sir JOSEPH WARD: I ask the question because we have had representations made rather the other way. Taking the case of a a limited liability company registered in London and with their shareholders here, earning its money in our country upon which they charge him income tax on their earnings there—whom do you charge —the company?

CHANCELLOR OF THE EXCHEQUER: We charge the company.

Sir JOSEPH WARD: The shareholders are not resident in our country at all in the case I am taking; they are here. Amongst the representations made is one that in our country the Company has first to pay income tax to the New Zealand Government which is charged to the shareholders as a whole, and then the individual shareholder pays again in England. That is what we have been told.

CHANCELLOR OF THE EXCHEQUER: They could not possibly.

Dr. JAMESON: In the case of those paying income tax on money earned in the Colony, say that they registered a company in London, therefor the profits would be received in London and paid out in London, and so they would pay a second time in London according to the present conditions because, as put here in the case of this company Sir Joseph Ward is talking about now, the income tax is a tax upon income received in the United Kingdom. If the company is registered here the income will be received in the United Kingdom, and your man will pay. Yours is the same as ours in the Cape which taxes only the income earned in the country where the tax is in force, but it will pay both there and in England.

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Double Payment of Income Tax. Dr. Jameson.

CHANCELLOR OF THE EXCHEQUER: That may be, but I thought the question was whether we collected the tax twice over, once from the company and once from the shareholder.

Sir JOSEPH WARD: Yes.

CHANCELLOR OF THE EXCHEQUER: And my answer was addressed to that question. We never get the tax twice over.

Sir HENRY PRIMROSE: No.

CHANCELLOR OF THE EXCHEQUER: If you choose to tax him you get it. There is nothing in international or municipal law to prevent you paying income tax twice, in two different countries, if the laws of those countries each allow it.

Sir JOSEPH WARD: On the same earnings?

CHANCELLOR OF THE EXCHEQUER: Yes, nothing whatever if they insist upon it. It is not against the comity of nations. Does that conclude everything? Thank you very much.

SEVENTH DAY.

Seventh Day. 26th April, 1907.

HELD AT THE COLONIAL OFFICE, DOWNING STREET, FRIDAY, 26TH APRIL, 1907,

PRESENT:

The Right Honourable THE EARL OF ELGIN, K.G., Secretary of State for the Colonies (President).

The Right Honourable Sir WILFRID LAURIER, G.C.M.G., Prime Minister of Canada.

The Honourable Sir F. W. BORDEN, K.C.M.G., Minister of Militia and Defence (Canada).

The Honourable L. P. BRODEUR, Minister of Marine and Fisheries (Canada).

The Honourable ALFRED DEAKIN, Prime Minister of the Commonwealth of Australia.

The Honourable Sir W. LYNE, K.C.M.G., Minister of Trade and Customs (Australia).

The Honourable Sir JOSEPH WARD, K.C.M.G., Prime Minister of New Zealand.

The Honourable L. S. JAMESON, C.B., Prime Minister of Cape Colony.

The Honourable Dr. SMARTT, Commissioner of Public Works, (Cape Colony).

The Right Honourable Sir R. BOND, K.C.M.G., Prime Minister of Newfoundland.

The Honourable F. R. MOOR, Prime Minister of Natal.

General the Honourable LOUIS BOTHA, Prime Minister of the Transvaal.

Mr. WINSTON S. CHURCHILL, M.P., Parliamentary Under Secretary of State for the Colonies.

Sir FRANCIS HOPWOOD, K.C.B., K.C.M.G., Permanent Under Secretary of State for the Colonies.

Sir J. L. MACKAY, G.C.M.G., K.C.I.E., on behalf of the India Office.

Mr. H. W. JUST, C.B., C.M.G.
Mr. G. W. JOHNSON, C.M.G.
Joint Secretaries.

Mr. W. A. ROBINSON,
Assistant Secretary.

ALSO PRESENT:

The Right Honourable the LORD CHANCELLOR.

The Right Honourable The EARL OF CREWE, Lord President of the Council.

Mr. H. BERTRAM COX, C.B., Legal Assistant Under Secretary of State for the Colonies.

Mr. E. S. HOPE, C.B., Registrar of the Privy Council.

Mr. A. W. FITZROY, C.O.V., Clerk to the Privy Council.

IMPERIAL COURT OF APPEAL.

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Imperial Court of Appeal.

CHAIRMAN: Gentlemen, we proceed to-day to the question of Judicial Appeals. We have before us two resolutions, one proposed by the Commonwealth of Australia and another by the Cape Colony. I think Mr. Deakin is ready to speak to the Australian resolution.

Mr. DEAKIN: My Lord, my Lord Chancellor, and gentlemen, the resolution of the Commonwealth of Australia is simply: "That it is desirable to establish an Imperial Court of Appeal," by which it is intended to convey a single Court of Appeal for the whole Empire, instead of as at present retaining dual Courts, the one dealing with cases from India and the self-governing Colonies, and the other dealing with cases arising within the United Kingdom. It is unnecessary to go further back than the time of the passage of the Commonwealth Constitution through the British Parliament, when the question of appeal arose in relation to the discussions as to the proposals in regard to appeals made in the Commonwealth Constitution, at the very outset of the discussion between the then British Government and the representatives from Australia who were charged with attendance here during the passage of that Bill. In the very first document that we received from the Government of the United Kingdom occurs a memorable passage. It is headed, "Memorandum of "the Objections of Her Majesty's Government to some provisions of "the Draft Commonwealth Bill." I quote the statement made by the Government on page 152 of the volume of "Debates in the Im- "perial Parliament with Appendices," published in 1901 from the British Hansard: "Proposals are under consideration for securing "a permanent and effective representation of the great Colonies on "the Judicial Committee, and for amalgamating the Judicial Com- "mittee with the House of Lords so as to constitute a Court of Ap- "peal for the whole British Empire." Again, on page 156, in a telegram from the Secretary of State for the Colonies, Mr. Chamberlain, to the Governors of the Australian States, there is this subparagraph 7: "Her Majesty's Government feel that the actual re- "striction of the power claimed to make further restriction equivalent "to the practical abolition of appeal would be specially inopportune "at the moment when they are considering the terms of a Bill for "enhancing the dignity and promoting the efficiency of the Judicial "Committee by practically amalgamating it with the House of Lords "and providing for permanent representation of the great Colonies "in a new Court which it is proposed to create." In consequence of those statements and their discussion then a Colonial Conference was called in 1901—what would be now termed a subsidiary Conference—for the purpose of considering this special question. Perhaps before referring to that I might call attention, for the sake of those who are sufficiently interested to pursue the course of this question, to the debates which followed in the House of Commons when the Commonwealth Bill was under discussion. There are a series of statements made by the Secretary of State for the Colonies, Mr. Chamberlain, who repeated the proposal for the amalgamation of the Judicial Committee of the Privy Council with the appellate jurisdiction of the House of Lords as one of the grounds on which he resisted certain amendments to that Bill. Apart from Mr. Chamberlain a number of other Members spoke, including Mr. Haldane, who pointed out that this proposal of the Government was one which he and

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others had long supported. Mr. Asquith, at page 42, also gave his "adhesion as one who looked forward to the constitution of a real "Imperial Court of Supreme Appeal, a Court not to be forced on the "Colonies against their will, but a Court of such a character and "having such attributes as would appeal to every part of the Empire." Mr. Bryce, another distinguished authority, at page 53, echoed the hope that the Imperial Parliament would proceed with the creation of this Court. The member for Dumfries Burghs asked the Committee to consider for a moment the real importance of the Appeal to the Privy Council which he thought very desirable to retain if we could, but admitted that it ought never to be imposed on the Colonies unless they wished it. At the conclusion of his remarks he said that "the proposal then before the House would do no harm he "believed to the"—Australian—"Constitution, and certainly it "contains no element of injustice or unfairness, but if they do not "think so and continue to express what exists to a considerable ex- "tent in Australia, a decided preference to the form of Bill to which "they all agreed in the first instance, I would express the hope that "the Government even now, after having done their best according "to their own view of their duty, will revert to the Australian view." We were therefore encouraged to hope a good deal from the Conference which followed in 1901, at which Canada, Australia, New Zealand, South Africa, the Crown Colonies, and India were represented by nominees. But the result of their discussions—the discussions themselves, I think, have not been published—was that a majority consisting of five of the members signed an unqualified recommendation that appeals should continue to lie from the Colonies and from India to His Majesty in Council. They went on to make certain suggestions that the appointments to the Judicial Committee should be made from the Dominion of Canada, the Commonwealth, New Zealand, South Africa, and so on; the appointments should be for life or for a term of years not less than 15 years, and arrangements should be made for securing a larger attendance of Lords of Appeal at sittings of the Judicial Committee. The recommendations of the five ended there. Though the suggestions for the improvement of the Court was endorsed by two other members, Mr. Justice Emerson and Sir James Pendergast, I am not aware how far any steps have been taken to give effect to any of the recommendations at which that Conference almost unanimously arrived. I am quite in the dark as to any arrangements since made for securing a larger attendance of Lords of Appeal at sittings of the Judicial Committee. Cases have occurred—one case quite recently, of a very grave and serious character, to which I shall presently call some attention—in which the presence of a larger committee would have been extremely desirable. After the five signatories, Mr. Justice Emerson specially added that he signed subject to the proposal that had been made for the establishment of an Imperial Court of Appeal for the Empire. In the same way Sir James Pendergast on behalf of New Zealand signed subject to the establishment of a new final Court of Appeal for the whole British Dominions. Mr. Justice Hodges of Victoria, the representative of the Commonwealth, added on our behalf not only a dissenting opinion but a further request repeated at our desire for the establishment of one Court of Final Appeal. Three members of the Conference declared for an Imperial Court of Final Appeal.

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That, I think, represents, as far as it is necessary to deal with it at this time, the immediate history of this proposal.

Since those events the Government, and, I think, the great majority of the Parliament and the people of Australia, have not altered their attitude upon this question. They are no more contented with the present condition of appeal cases than they were in 1900 or 1901. Nor are their sentiments likely to alter after the judgment given lately in an Australian case in which two matters of vital importance came before the consideration of the Judicial Committee. The first question related to the right of hearing an appeal at all under such circumstances; the second related to the principle of interpretation to be adopted in respect to the constitution of the Commonwealth. The two taken together raised the most fundamental public issues for Australia that could well be summarised in any single case. It was heard by two Lords of Appeal, one of them the late Lord Chancellor, and two Colonial judges—a Court of four. If my memory serves me rightly, within two or three weeks of the hearing of that case a Court of exactly twice the same strength—four Lords of Appeal and four other judges—assembled to rehear a case which, so far as its financial subject-matter was concerned, affected the sum of 600*l.* in the State of New South Wales. Of course, it is impossible to suggest, even in the vaguest way, any scale of proportion by which the relative importance of cases can be judged. Great principles may possibly arise in conection with the smallest sums and slightest personal transactions. But in the one particular case, as I have said, the scope of the Commonwealth Constitution from a judicial aspect was in a measure at stake. We cannot think, and cannot for a moment admit, that under such circumstances the arrangement by which that attendance of judges was obtained was satisfactory. We are aware of the special manner in which this Court is constituted. Attention has been called to that for many years. During the Australian Convention, which resolved upon proposals restricting the Appeals to the Judicial Committee of the Privy Council, that was one of the grounds upon which a very decided view was taken. Although alterations have been made from time to time and decided improvements of late, it is evident that, even regarded in its present condition, the system adopted is by no means satisfactory to us, nor, I think, is it satisfactory to many other than Australian litigants.

The aim that we have was well expressed in course of the debate on the Commonwealth Bill, if my memory serves me, by the Right Honourable R. B. Haldane, when he said that he understood the Colonial view to be that what in the shape of a Court of Appeal was good enough for the people of Great Britain was quite good enough for the colonies, and what was not good enough for the people of Great Britain was not good enough for Colonial litigants. That was a very pithy way of putting the case as it presents itself to us. We venture to entertain the opinion that notwithstanding the theory of its relations to the Crown, but from a purely legal point of view, the House of Lords is the tribunal to be preferred. It certainly stands higher in the estimation, at all events, of Australian lawyers than the Judicial Committee of the Privy Council, speaking of it, of course, as a Board and not under special circumstances. If the two are to be compared, having some regard, of course, to the difference in their procedure, the House of Lords is preferred in Australia.

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The fact that in the case of the Judicial Committee you get but one judgment has its advantages in the way of simplification, and does not promote doubts which might otherwise arise, but it leaves us absolutely unaware whether that judgment was arrived at by a majority of one or by the unanimous consent of the whole of the distinguished lawyers who form that Court. It has to be taken or left. The practice of the House of Lords, which at the sacrifice of some apparent simplicity does afford a great many lights upon every question submitted, often from a number of quite individual standpoints, leads our litigants, as far as I know their opinion, to prefer that method of disposing of their cases. It is not so much on grounds of this character that we put forward this plea for a single Court of Appeal, but rather on the ground that what we all desire, and should desire, is the establishment of the very best Court of Final Appeal that can possibly be constituted. We believe that even the wealth of legal knowledge and experience in this country, supplemented as it might be from the Outer Empire from time to time, can scarcely be divided into two Courts without one being less effective, or, what is almost the same, obtaining less confidence than the other. Of course the fact that those members of the House of Lords who are Law Lords participate in the Judgments of the Privy Council has added the great weight which they bring. In the Judgments of the Privy Council, which are understood to have been much appreciated in the Dominion of Canada, it was generally, I believe, considered that the most prominent part in shaping them was taken by Lord Watson, a very eminent and distinguished Judge, whose services were at least equally available in the House of Lords.

Consequently, with the aim of obtaining if possible the very best Court which the Empire can furnish, and making it the strongest Court of Appeal without rival or fellow, we are attracted not merely by the symmetry of the proposal but by the fact that it would afford an assurance which we consider we do not at present enjoy, that in regard to appeals from Australia, for which alone I claim to speak, we would receive the benefit of the very best and strongest Court available. Comparing the Judicial Committee of the Privy Council, as we see it, with the House of Lords, our opinion is that of the two the latter is the more desirable Court.

The present proposal has become complicated of course by the fact that the representative Conference which assembled in 1901, although it consisted of delegates only, did, by a majority, decide in favour of the retention of the appeal to the Privy Council. I hasten to say that nothing is further from our intention in making this proposal than while both Courts remain to require those communities who prefer to appeal to the Judicial Committee of the Privy Council to be diverted to any other tribunal on our account, or for the reasons which commend themselves to us. I have, therefore, by way of supplement, to say that our desires would be satisfied if His Majesty's Government could provide, by Order in Council, or if not by Act, that it should be possible for any of the King's Dominions which intimated its desire in a formal manner to transfer its appeals, while the present system of two Courts is maintained, from the Judicial Committee of the Privy Council to the House of Lords. Under that plan those who for one reason or another are satisfied to lie within the jurisdiction of the former, would remain as at present, their appeals following the existing course; while on the other hand, the Commonwealth

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of Australia, and any other dominion which on the whole, taking all things into consideration, prefers to have the law interpreted in the last resort by the House of Lords, would have the benefit of coming under its jurisdiction. That, I take it, would in no sense disturb either system. It would make some further demands upon the Lords of Appeal; it would increase the amount of business before them, though, I think, having regard to the lists with which they already deal, that it would not be by any means a serious increase, that is to say, sufficiently serious to render it a matter of moment. It would be a source of satisfaction to us in Australia. It would not interfere with the equally free choice of any other part of the Empire.

Although I feel some difficulty in alluding to the Judgment of the Judicial Committee of the Privy Council, to which I have already referred upon the appeal with relation to income tax sought to be levied by the States of Australia upon officers of the Federal Government, yet I cannot complete what I have to say in this connection without calling attention to a situation that may possibly arise in connection with that case which is not an unexpected situation, since it was clearly foreseen by the leading statesmen who took part in the debates upon the Commonwealth Bill at the time it was passing through your Parliament. As you, my Lord, are well aware—and probably our colleagues have some recollection of it—the proposal ultimately placed in our constitution limited appeal to the Privy Council, and conferred upon the High Court of Australia what we believed to be and intended to be final jurisdiction in matters relating to the interpretation of our own constitution. But, owing partly to differences of opinion between ourselves as delegates, the majority of the British Parliament, led by the Government of the day, introduced amendments in that constitution which left us in a position of some uncertainty. I do not wish to detain the Conference more than to refer very briefly to the fact that Mr. Haldane, at page 67 of this report of the Debates, was, I think, one of the very first to call attention to a remarkable situation that might possibly arise in the future. I think it may very reasonably be expected to arise either in connection with this case to which I have referred, or to any decision which follows the principles it lays down. Mr. Haldane pointed out that "the clause provides that if you have litigation in a State upon a "constitutional question, you may appeal either to the Privy Council "or to the High Court. If you appeal to the High Court, the deci- "sion is to be final unless the High Court gives you leave to appeal "to the Privy Council. It is, in other words, a court of final juris- "diction upon this matter." Then he continues, "As the clause "makes the High Court of Australia a court of final jurisdiction, "there may well be conflicting decisions between the High Court "and the Privy Council. I do not think that is an academic mat- "ter." The Attorney-General of the day, Sir Robert Finlay, admitting the apparent conflict, maintained that under such circumstances the High Court would necessarily as of courtesy, and from a sense of subordination, accept the ruling of the Judicial Committee; but members on his own side were doubtful, and those on the other side of the House, and an authority as eminent in such matters—that is, matters relating to a federal constitution—as Mr. Bryce, the present Ambassador to the United States, repeated the warning that the constitution as amended left these two tribunals in danger of conflict. He said—when replying to the Attorney-General—"He "suggested that under the Amendment the Committee is now dis-

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"cussing the High Court of the Commonwealth of Australia will "not be a court of co-ordinate jurisdiction with the Privy Council. "I cannot feel by any means so clear as my right hon. and learned "friend on that point, because we are here making a special provis- "ion for a special case." He said again: "Surely it will not only "be within the power of, but also the duty and the right of the High "Court to give full effect to that provision of the Aus- "tralian constitution, and to say, 'We are in this particular matter "'made a final court of appeal. In all other matters we are undoubt- "'edly a subordinate court, unless in a particular matter we are made "'a court of co-ordinate jurisdiction.' They would say: 'The "'only appeal is to lie from us, where we are satisfied there is some "'special reason; we are bound to carry out the intention of the peo- "'ple of Australia and of the Imperial Parliament in not going be- "'yond the express provision; they have given no appeal unless spe- "'cial reasons, in our opinion, exist.' I think, therefore, that it will "be open to the High Court in future to hold that in this matter they "are a court, not of subordinate jurisdiction, but of co-ordinate juris- "diction. I cannot assent to the argument that, because they are "subject to appeal in other cases, they are subject to appeal in this "case also." And lower down he says: "I think it necessary to en- "ter a protest against the view the Attorney-General has taken on "this point." I will not venture to delay the Conference by reference to the varying opinions expressed by different members. There was conflict of opinion then that pointed to the conflict in the future. Perhaps I may be pardoned if I refer to the debates in the House of Lords, in which the late Lord Davey viewed this very question. He dealt with it in a very clear and emphatic fashion. At page 101 he is reported to have said: "Clause 74"—that is the clause in question —"as it stands is a perfect solecism in jurisprudence, and for this "reason, that it creates two final "co-ordinate courts of appeal, "neither of which is bound by the decision of the other." Omitting some sentences, he goes on: "The Judicial Committee, of course, is "not bound by the decision of the High Court, nor, as I understand, "is the High Court bound to follow the decisions of the Judicial Com- "mittee in matters of this kind. They may, therefore, each maintain "their own opinion. I know that the answer that may be made to me "is that the Australian judges are men of such high principle and "good sense that they will find some way of either agreeing with the "Judicial Committee or of allowing the matter to be finally decided. "They may; but it lies in their discretion, and unless they do so you "will have two co-ordinate Supreme Courts of Appeal from the same "courts on the same class of subjects deciding in entirely different "ways. That, I venture to think, is a solecism in jurisprudence." Finally, the late Lord Chief Justice of England (Lord Russell) at page 109 is reported to have said: "The third and last point to which "I will call attention is this. While there is no appeal according to "this clause from the High Court except by leave of that court, in "the cases mentioned, there is an appeal from the decision of the "State Court to the Queen in Council, and thereupon arises the "conflict to which reference has been made—which court is to "prevail? I do not seek to dogmatise upon this matter, as to which "there are obviously, from what my noble and learned friend has "said, different opinions; but I fail to see anything in this Bill "asserting directly or indirectly, that where the decision of the Privy "Council conflicts with the decision of the High Court, the decision

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"of the Privy Council is to prevail. I see nothing to that effect ex-"pressed certainly, and nothing I think to be implied. When I "remind your Lordships that the clause expressly says that the High "Court shall be the final judge in the matter unless it chooses to give "leave, surely that does lay a solid and reasonable foundation for "the contention that it is thereby, as regards matters so dealt with "in the clause, created the final court, and therefore co-ordinate with "the other final court, namely, the Privy Council. It seems to me "that that is a difficulty which will very likely arise." Lower down he says: "It seems to me that the conflict is inevitable."

I am, therefore, bound to consider the possibility that when the recent Judgment of the Judicial Committee of the Privy Council comes before the High Court of Australia, as I understand it will within the next two or three months, that out of this grave decision in the Income Tax case that very conflict of opinion may arise. Such a contingency, even if only referred to by way of illustration, suggests the advantage to be derived by the acceptance, so far as Australia is concerned, of the proposal embodied in this Resolution. The anomaly to which Lord Davey called attention remains and is likely to remain a cause of serious inconvenience, perhaps of very serious loss and cost to the Commonwealth of Australia. That is, when in this case, or some other case, some discrepancy becomes flagrant between the judgments of the two courts, which are in certain respects co-ordinate, and both of which are in terms final Courts of Appeal. Therefore, while not desiring to press for more consideration than we are entitled to on this head, I submit, first, my general resolution with the qualification that it is not in any way desired to be imposed upon any of the other Dominions who may prefer to remain subject to the existing jurisdiction. Supposing the Imperial Court of Appeal is rejected, if His Majesty's Government, for one reason or another, does not think fit to proceed with the distinct proposal made in 1900, and then apparently very generally approved, and if our request cannot be complied with because of differences among ourselves, or for other reasons, perhaps His Majesty's Government would give their attention to the suggestion of an optional appeal—not in each individual case, but for all cases from Australia. Then, if necessary, after legislation by the Commonwealth Parliament, all appeals from us might go to the House of Lords, instead of, as at present, to the Judicial Committee. I make that suggestion in order to clarify our position, and to remove all appearances of pressure on other dominions, but not to detract from our opinion that the best possible manner of meeting the situation is the acceptance, as early as may reasonably be possible, on conditions to be laid down by His Majesty's Government, of the proposal for one court for the Empire.

Finally let me refer to the protest of Mr. Justice Hodges, the very able representative of Australia in 1901. His concluding words relating to this proposition are, "Such a court"—that is one Imperial Court of Appeal for the whole Empire, sitting perhaps in two Divisions, and with certain arrangements which it is not necessary to dwell upon, "would bring the best legal thought in the United King-"dom in touch with the best legal thought in the Empire outside the "United Kingdom. It would be a wonderfully strong court, and "command the admiration and respect, not only of the whole British "race, but of "every race in the British dominions. It would be a "powerful factor in the development of a closer union between all

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"parts of the Empire. In the British dominions it would obliterate "in the administration of justice all dictinctions between places and "persons. Just as there is one flag to protect the subject from ex- "ternal assault, so there would be one court as the final arbiter of "internal disputes." That is our view. We think it is a great ideal, and one which ought to be served. We have not thought it necessary to appear to criticise the Judicial Committee of the Privy Council in its methods or manner. In "The Life of the late Mr. Henry Reeve" there is a great deal of light thrown upon the manner in which the Board was then constituted—that is the Judicial Committee —and apparently it is still open to the same vicissitudes. With that great ideal before us, we respectfully submit the resolution which I have the honour to move.

Sir WILFRID LAURIER: I would not like to speak at this moment. I see that Cape Colony has also proposed an elaborate resolution on this question, and I would like to hear what their representative has to say.

Dr. JAMESON: The resolution of the Cape Colony is more on detail matters than the very large subject brought forward by Mr. Deakin, and I would only say with regard to that general subject, we have entire sympathy with Mr. Deakin in desiring a final Imperial Court of Appeal. Of course, as to what that Imperial Court of Appeal should be, and what form it should take, I must say, I think, from the South African point of view, we would differ from Mr. Deakin. We would rather it existed as constituted at present—the Judicial Committee of the Privy Council—than the House of Lords, and for a very obvious reason. We, in South Africa, are more or less under Roman Dutch law which, I understand, differs considerably from the English law, and there is provision for this in an appeal to the Privy Council, and we have a very able representative on that court at present, who is an acknowledged authority on Roman Dutch law, and naturally, from our point of view, we would rather the final Court of Appeal should take that form than the House of Lords where, of course, no such representative could sit.

Mr. DEAKIN: The proposal of Mr. Justice Hodges especially provided for the case of Roman Dutch law and local law.

Dr. JAMESON: That would remove my objection. I would not care which it was, but one final court appeals to us very much.

With regard to the Cape Colony Resolutions, after studying the papers with which we have been furnished on the subject, I find a good many of our suggestions have been met; in fact I may say that practically the onus is thrown upon the Colonies, and not upon the procedure of the Judicial Committee of the Privy Council, for any delay or extra expense that may occur. Still I think, perhaps, it would not do any harm that these four sub-resolutions should be passed as an indication that we are desirous of minimising delay and curtailing expenses as far as possible. But since these Resolutions from Cape Colony were sent in, my colleagues from South Africa, —General Botha and Mr. Moor—and myself, have met together and have formulated some further proposals which we should like to bring before the Conference, which General Botha will propose presently. They mainly relate to our own local affairs. At the same time they also relate, if I am rightly informed, to the condition of the Appellate Courts in other States to. We, in South Africa, are

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very anxious to get established a final Court of Appeal in South Africa for all the various States. Of course, supposing Federation comes about, that would come naturally. We believe Federation is coming immediately, but still we feel that it would be advisable that we should prepare at once, and get established if we can, as part of that Federation and even before that Federation, a final Court of Appeal in South Africa. Our present position is we have a Supreme Court in each of the Colonies. We have other District Courts. There is an appeal from a District Court to the Supreme Court. Similar cases occur in the various Colonies, and we are faced with absolutely dissimilar decisions in the various Colonies, which naturally leads to a good deal of discontent. So we are anxious that we should have a final Court of Appeal for the whole of South Africa, but that will entail considerable expense, both to get it going and maintain it afterwards, and we feel that we could not, unless the various States are in agreement on this subject, be justified in undertaking that expenditure unless we were permitted, which I understand is the word to use, by His Majesty's Government to pass legislation in our own various Colonies, taking away the right of appeal from the Supreme Court in each of the Colonies to the Judicial Committee of the Privy Council. I think that possibly might suit some other States also, and we should all be anxious to do it. So that our Supreme Court of Appeal would be a final Court of Appeal except that it might be put into the Statute by which it is created that on certain subjects—possibly on relations between the various States and so on—there might be permitted an Appeal to the Privy Council by permission of that Supreme Court. Those cases would be very few. So really it would be a final Court of Appeal so far as we are concerned, except in special cases which would be laid down. At the same time, I would add that the prerogative of the King—the right of every citizen in the British Empire to appeal to the King—must be carefully safeguarded, but that would practically not be used, because I understand, supposing the right of appeal was refused in a particular case by the Appeal Court to the Privy Council, and an individual still wished to go to the Privy Council, as his right is, of course, the practical point is that if he won his case or lost it, he would still have to pay all the costs, which would be a considerable deterrent to anyone taking that extreme action.

I think I will leave General Botha to bring forward these further resolutions.

Sir JOSEPH WARD: Who do you suggest would constitute the superior court—the final Court of Appeal in South Africa?

Dr. JAMESON: Judges selected in South Africa by all the States in South Africa.

Sir JOSEPH WARD: Judges who had previously tried portions of the cases?

Dr. JAMESON: No, we would like, ultimately, when the business was large enough, to have separate judges for it, but as a tentative measure they might be selected from the various States, and if there was not enough work for the judges to do in the Appeal Court they might be the superior judges in the various States. That is a detail to be managed out there, but the idea would be that the judges of the final Appeal Court would have their time occupied as judges of that Court.

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Mr. DEAKIN: With the jurisdiction you propose I do not think there would be much doubt about that.

Sir JOSEPH WARD: No, I think not.

General BOTHA: My Lords and gentlemen, I have little to add to what Dr. Jameson has said. We have a Memorandum. If the Chairman thinks it necessary, I should like to hand in this Memorandum so that the other Premiers may peruse it. There is a resolution attached to this Memorandum which we should like to support. Dr. Jameson has rightly remarked that there is a great desire in South Africa to establish a Court of Appeal, and, although we have there four Colonies, we think that we can commence Federation by establishing this Appeal Court for South Africa; specially also because this will in a great measure reduce the amount of costs, and it will be specially advantageous to the poorer classes who cannot afford to carry appeals to the Privy Council, to go to a Court of Appeal in South Africa. I will, therefore, ask leave to hand in this Memorandum, and I should like to add to that Memorandum the resolution which we, the Premiers of South Africa, have arranged to support.

CHAIRMAN: I think it would be better if you would read both.

The Memorandum and Resolution were read as follows:—

MEMORANDUM.

Question of Judicial Appeals.

There is no objection to the Resolution of Cape Colony on the question of Judicial Appeals, but it does not go far enough.

There is a general feeling throughout South Africa in favour of the establishment of a South African Court of Appeal to which appeals would lie from the decisions of the Supreme Court of each of the South African Colonies, even before a Federation of these Colonies becomes an accomplished fact.

It has been urged, however, that the expense of establishing and maintaining such a court would not be justified as long as there is a right of appeal from the Supreme Court of each Colony to His Majesty in His Privy Council.

If a Court of Appeal is established it is considered most desirable that this right of appeal to the Privy Council should be taken away, so as to prevent a litigant dissatisfied with the decision of the Supreme Court of a Colony passing by the Court of Appeal and prosecuting his appeal from such decision, before the Judicial Commitee of the Privy Council.

It is also desirable that when such Court of Appeal is established, its decisions should be final, excepting in certain matters in which that Court may grant leave to appeal to the Judicial Commitee of the Privy Council. These matters would, of course, be prescribed in the statute establishing such a court. The right of any litigant to apply to the Judicial Committee of the Privy Council for leave to appeal to it from a decision of the South African Court of Appeal should not in any way be curtailed. The following resolution is suggested:—

(1) That when a Court of Appeal has been established for any group of Colonies geographically connected, whether federated or not, to which appeals lie from the decisions of

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the Supreme Courts of such Colonies, it shall be competent for the Legislature of each such Colony to abolish any existing right of appeal from its Supreme Court to the Judicial Committee of the Privy Council.

(2) That the decisions of such Court of Appeal shall be final but leave to appeal from such decisions may be granted by the said Court in certain cases prescribed by the Statute under which it is established.

(3) That the right of any person to apply to the Judicial Committee of the Privy Council for leave to appeal to it from the decisions of such Appeal Court shall not be curtailed.

CHAIRMAN: Do you wish to add anything, Mr. Moor?

Mr. F. R. MOOR: No, my Lord, I have nothing to say. We have considered it together.

Sir WILFRID LAURIER: My Lord and Gentlemen, I have listened with great care and attention to the view presented by Mr. Deakin in support of the resolution which the Commonwealth of Australia have laid before the Conference. But if I understood him aright his argument was rather an indictment of the Constitution which was finally passed by British Parliament for the Commonwealth of Australia in this: that that provided for two appeals from the decision of its own courts. As he has presented the matter to us, the duality of appeal must necessarily lead to some confusion, and so far as it goes it seems to me his argument cannot be successfully met, and nobody now would be interested in opposing it. The British Parliament no doubt can remedy the evil since they are the paramount power, but perhaps they would have some hesitation in interfering and making what would practically be an amendment of the constitution of a federal country.

Mr. DEAKIN: That we have not asked for.

Sir WILFRID LAURIER: No, and I believe the British Parliament would hesitate also to do it until they had heard from the different states which composed the Federation.

Mr. DEAKIN: Even in that case we should not ask for any intervention.

Sir WILFRID LAURIER: As I construe it the resolution which you have presented, "that it is desirable to establish an Imperial Court of Appeal," would be practically an amendment of the Constitution of Australia.

Mr. DEAKIN: No.

Sir WILFRID LAURIER: Yes, since there are two appeals granted, if you destroy one I take it to be an amendment of the Constitution.

With regard to the question of a Court of Appeal in South Africa, so far as it concerns the Conference I do not know that serious objection can be taken to that. If the three Colonies or dependencies in South Africa are agreeable to have a Court of Appeal for themselves, nobody else can take exception to it. It seems to me to lead in the direction of immediate federation. If they have a Court of Appeal for themselves, this leads to the ultimate and proximate creation of a federation for all purposes. This would certainly be in the best interest of themselves and the Empire.

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So far as Canada has any concern we have an appeal to the Judicial Committee of the Privy Council, and it has, as a general rule, given very great satisfaction. I do not know that all its decisions have been accepted. There are few courts which have not their decisions criticised within twenty-four hours, but as a rule the decisions of the Privy Council so far as concerns Canada have been eminently satisfactory. At the same time everybody must recognise that the constitution of the Court is not, perhaps, quite in accordance with the modern age and tendencies. The point made out by Mr. Deakin, that the constitution of the Court may be one day four and the next day eight is certainly a point well taken, and is liable to create dissatisfaction, and, perhaps more than dissatisfaction, serious complications. It seems to me that the Judicial Committee of the Privy Council should be remodelled if it is to be maintained. I may say that in my country the views of the people are not all in accord as to the retention of that appeal. Some jurists have maintained that any country ought to be able to interpret its own laws, that is to say, the Parliament which creates the laws should be the Parliament to create the tribunal to interpret those laws. There is a great deal of force undoubtedly in that view. On the other hand there are some jurists of equal eminence who believe that taking us as we are at the present time a part of the British Empire, in which so many questions of Imperial interests must necessarily arise even in the lowest courts, it would be a good feature to retain the present appeal to the Judicial Committee of the Privy Council. The present Minister of Justice, as able a man as we have ever had in Canada, is of this opinion to-day, though some of his predecessors, and, I believe, his predecessor in 1901, held a different view. But there is a serious question, a serious conflict of opinion when you come to the question of the jurisdiction of this Court. Under the Canadian Constitution the administration of justice does not belong to the central government, but to the Provincial governments. So that we have only one court in our country of a federal character, that is the Supreme Court, which is a Court of Appeal for the Provinces. But the provinces themselves have retained their jurisdiction and kept the liberty of going to the Privy Council, so that practically whilst the Dominion of Canada is represented at this Conference, the provinces of the dominion, in so far as they have retained for themselves the administration of justice, are not here represented, and it would be a delicate matter to pass finally without consulting them a question of so much importance. The question of jurisdiction will always be, so far as this Court is concerned, the one great difficulty. I am sure that the Imperial Government have no desire to impose their views as to what should be the jurisdiction. This should be left to the provinces themselves to determine. The Judicial Committee of the Privy Council have always decided—and it is a matter of common every day occurrence—that the King has retained his prerogative of allowing anyone who chooses to take an appeal before the Judicial Committee of the Privy Council. That appeal, which is an appeal of favour, has perhaps passed the day of its utility, and if I have any opinion to proffer upon this question it would be that all matters of jurisdiction should be relegated altogether to the parties interested—the provinces or the Parliaments—to determine whether and why there should be an appeal or not.

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On the whole, we have two resolutions presented to us, one by Mr. Deakin for the Commonwealth of Australia, and one by Cape Colony. I prefer for my part the resolution of Cape Colony. A further draft has been submitted to us which is based upon the resolution of the Cape Colony, and I would be disposed to accept it with the suggestion that one or two words should be eliminated. In the first paragraph the resolution runs as follows: "This Conference, recognising the "importance to all parts of the Empire of the maintenance of the "Appellate jurisdiction of His Majesty the King in Council desires "to place upon record its opinion." I would eliminate the word maintenance. I do not object to the words "appellate jurisdiction," because I rather favour it, but in view of the conflict of opinion which exists in my country I would prefer those words out; they would not alter the sense very materially, but it would not be such an absolute pronouncement upon the matter.

Mr. DEAKIN: Might I simply explain to Sir Wilfrid Laurier that I have no intention, either directly or by implication, of suggesting any legislation to the Imperial Parliament which could affect the present existing Commonwealth constitution. Nothing was further from my thoughts. From a desire for brevity I omitted to explain, as perhaps I ought to have done, that this co-ordinate jurisdiction of our High Court is only on a particular class of cases which may come before it. We have powers under the Commonwealth constitution to restrict appeals to the Privy Council from the Supreme Courts of the States, which we have not exercised, and next, subject to the consent of His Majesty, to still further restrict appeals to him. Neither of those powers has yet been exercised, and the consequence is, I think I should be safe in saying, that nineteen-twentieths of our cases are still open to appeal to the Judicial Committee of the Privy Council. Consequently, quite apart from the other issue I have raised, we have a great interest, having such a large area of appeals to the Privy Council, in asking that the Imperial Court of Appeal, which we assume would be a body of still higher standing and repute, should deal with these appeals, quite apart from the particular class of constitutional questions referred to. It is to our interest to have a single Imperial court instead of the Privy Council. If we cannot obtain it, and must make a choice between the two existing courts, we prefer the House of Lords. In any case we advocate an Imperial Court of Appeal, because we still believe that appeals from Australia are not likely to be much reduced for some time to come. If we wanted any amendment of the constitution we should provide for that ourselves according to the constitution and in no other way.

Sir WILFRID LAURIER: I thought your argument was that you had two Courts of Appeal in Australia at the present time.

Mr. DEAKIN: On one class of case.

Sir WILFRID LAURIER: The object you had in view was to suppress one of them and provide only for one, if I understood your argument aright.

Mr. DEAKIN: In constitutional cases an appeal is still allowed by consent of our High Court, which may refer them on to the Privy Council. If we had an Imperial Court of Appeal instead of the Privy Council it is quite certain that those references would be more encouraged than they are at present. Then, again, public opinion could be better satisfied than it is now in Australia. For both those reasons

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and others we think the establishment of an Imperial Court of Appeal is very desirable.

Sir JOSEPH WARD: My Lords and Gentlemen, New Zealand is in a slightly different position upon the point referred to by Mr. Deakin. We have no federal High Court. Our position is a very clear and defined one. Our Supreme Court, which sits as a Court of Appeal twice a year at the seat of Government, so far as we are concerned is quite satisfactory. But New Zealand is in favour of an ultimate Court of Appeal in the United Kingdom, whether it be the Privy Council as at present constituted or an Imperial Court of Appeal, as suggested by the Commonwealth resolution. That is why I asked Dr. Jameson what he proposed to set up to take the place of it, and I understood him to say an ultimate Court of Appeal.

Dr. JAMESON: An ultimate Court of Appeal for South Africa only.

Sir JOSEPH WARD: I agree in that. You still believe in appealing?

Dr. JAMESON: Absolutely.

Sir JOSEPH WARD: There is only one point I want to refer in connection with this, and I do so on information furnished to me from legal authorities in my own country, as I am speaking entirely as a layman. I take the opportunity of mentioning it in the hope that possibly the Home Government might in future be able to see their way to meet an opinion which has been expressed by legal gentlemen in my own country. I am informed one great defect in the Privy Council, as at present constituted, is that though in the case, say of New Zealand, they are deciding according to New Zealand law, yet they have before them only such portion of that law as is presented by counsel. Now in recent times particularly we have been sending counsel over from New Zealand specially to call attention to the New Zealand side of the law. I am informed that when the argument is over, their Lordships may apply some rule of English law which has been revoked in New Zealand or omit to apply some rule of New Zealand law which does not exist in England, and which they at the moment have not specially brought under their knowledge. I am told that has actually occurred, and the results, when it has occurred, has been to the people who are the litigants in our country very unsatisfactory. What has been suggested from a New Zealand standpoint to prevent that in the case of every appeal from a colony, a judge of the Supreme Court of that Colony should sit with their Lordships, but without taking part in the arguments or decision, his function being to supply full information as to the Colonial law and the points of difference between it and the English law. I may say that in most cases the number of judges in the colonies is such that one can be always on leave, and if he spent his leave in England, or in touch with England, he would be available. My country is strongly favourable to the admission of Supreme Court judges to the Privy Council. But distant as we are and where we are with vast interests involved at times, we want to be quite sure that the state of New Zealand law is fully before their Lordships who are dealing with the cases. That is the most practical suggestion from our point of view, whether it is feasible or not is for those responsible here to see—but I put it forward with all respect and urge it from the standpoint of the practical working of the

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administration of a country which, from time to time, must have numbers of cases referred to the Privy Council for judgment. If that could be done, so far as New Zealand is concerned I think I am right in saying that the whole system of administration would give very general satisfaction in our country.

I may also suggest, that as there have been suggestions made by the various Colonies, perhaps the simpler course would be for the Home Authorities to prepare a Draft Order in Council consolidating the existing state of things with such alterations and simplifications as they deem reasonable, and forward the draft to the respective Governments to confer thereon, *inter se*, and make a common report as to alterations desired or recommended, in this way there would result an Order in Council containing the general rules common to all appeals, and special rules dealing with appeals from specified Colonies in cases where special rules are necessary.

I may say the main suggestions for the purpose of avoiding delay and reducing expense put forward by the Cape Colony commend themselves to me, and I should be only too glad to give them my support. I do not know the circumstances Sir Wilfrid Laurier refers to in Canada. The disabilities under Mr. Deakin's resolution, as applicable to Canada, do not apply to New Zealand. As long as it is understood we have the Court of Appeal in the United Kingdom—the Privy Council as at present constituted, or the one suggested by Mr. Deakin—I am perfectly satisfied on behalf of New Zealand.

Sir ROBERT BOND : Lord Elgin and Gentlemen, in the Colony that I have the honour to represent we have the right of appeal to the Privy Council, and so far as I am aware that is entirely satisfactory. In 1904, I think, a despatch was sent out from your Department asking for an expression of opinion in reference to an amendment of the rules which govern Privy Council practice. At that time I submitted the contents of the despatch to the Judges of the Supreme Court, from whom I received an intimation to the effect that generally the delay and expense in prosecuting these appeals are the principal causes of complaint, and those which, in their opinion, mostly require remedy. In the first place, with regard to delay, they pointed out that while it was perfectly correct that the Privy Council has no control over the proceedings until the record is lodged, they submitted that the three months now limited between the time of the filing of the Petition for leave to appeal, and the perfecting of the bond obtaining leave is too long, and they suggested two months from the date of the Colonial Judgment should be the time fixed. As regards the expense, their Lordships were of opinion that the costs of appeal are much too high, especially the fees paid in the Privy Council Office.

These were the only two matters that they thought called for their comment, and I only feel justified in putting forward their views on the matter.

The LORD CHANCELLOR : My Lords and Gentlemen, I will endeavour to speak to the different points that have been raised in this very interesting and instructive discussion. I think the first thing that must occur to all of us is the diversity of interests that have to be considered and the diversity of conditions that obtain in the different parts of His Majesty's dominions. My view is, and I think we shall all agree in it, that in those circumstances all that can be done is to recognise and act unreservedly, upon the principle of

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autonomy, that each integral unit of His Majesty's dominions should govern itself in the matter of appeals ; that one should not necessarily be the same as any other, but each should govern itself. I can say this, that as far as His Majesty's Government is concerned, we most cordially fall in with that and will do all we fairly can for the purpose of furthering the views of all concerned.

May I say a word with reference to what Mr. Deakin said as to the anomalous position—what Lord Davey called a solecism in law—created by the fact that in a limited class of cases in Australia there may be two courts, each of them by the constitution final in a particular case that they determine, which need not necessarily come to the conclusion. Of course that is a solecism in law. I am not sure exactly how it arose, but I have some recollection in the House of Commons of the debate and it seems I took part in it, as Mr. Deakin was good enough to quote me, and I seem to have said that it would have been, perhaps, better to leave the constitution of Australia as the Australians had sent it over the water, a sentiment in which I probably kept true to my past views and my present views. But that was not the view adopted. However, this I say, that when Mr. Chamberlain suggested—and, of course, it was accepted by Australia or it never would have been in the Act— that the Australians should accept this view, I am sure he did it in the very best interest, as he believed, of the friendly and close connection between the two countries. I am sure his object was a good one. If anything has gone wrong in regard to that, which I should be very sorry to think, the Australian Parliament has the power under their constitution to alter it themselves if they think fit. I can only say in regard to it, that upon the ground of sentiment I like to sit as an Australian Judge on the Privy Council, and I hope I may not be deprived of the privilege.

In regard to the other points referred to by Mr. Deakin as to the Privy Council, it is quite true that in Mr. Reeve's book, and also in the Greville Memoirs, if I remember rightly, there are references to the ways in which the Courts were made up, which were not satisfactory. The English courts were not altogether satisfactory at that time either. I think we have all made progress generally. We attend to these things a little more closely and better than we did.

Let me say what is the constitution of the Privy Council and the House of Lords respectively. They consist of the same persons, who sit in different places,with this difference that all the persons who can sit in the House of Lords judicially are entitled to sit in the Privy Council and do sit there; but in the Privy Council, having regard to the fact of past opinions expressed by Colonial Ministers, and to a general feeling that we want, so to speak, to enlarge the scope as much as we can, there are other additional members who are not members of the House of Lords. There are two members of the Privy Council who may be specially appointed, and receive a salary. There are two also who may be appointed without receiving any salary, and without any specific qualification. There are two such persons, distinguished men both of them. In addition to that there is the Act under which five gentlemen may be appointed, and five have been appointed, including Sir Henri Taschereau, Sir Henry De Villiers, Chief Justice Way, and two other distinguished men. I will say a word about that Statute in a moment. Besides that, all those who have held high judicial office, the conditions of which are prescribed, in any part of His Majesty's dominions, if members of the Privy

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Council, may sit on the Judicial Committee. Therefore it is what may be called in its composition a somewhat cosmopolitan court. My friend the Lord President of the Council delegates to me this part of his duty, namely the summoning of the Privy Councillors for the purpose of hearing these appeals; and I can only say—and you will credit it—that not only myself but all my predecessors (and I am certain it will be the same of my successors, whoever they are) have been most anxious to provide as strong a court, and as good a court as can be made for the hearing of Colonial appeals, not only appeals from the self-governing states of the British Dominions, but of the Crown Colonies. I hope we are anxious, and always shall be to have as good a court to hear a Fiji appeal, as to hear an appeal from the Dominion of Canada. We are in this difficulty, that we have to man two courts, and I am afraid it is not easy to alter that. We can do it without overwork, and it would be very undesirable that we should have overwork. I think we have full work, and overwork would be very undesirable considering the character of the tribunals of the House of Lords and the Privy Council, and the gravity of the cases which often come to them. What we do is we divide quite impartially, and I can assure Mr. Deakin that in the House of Lords the English appeals are not favoured at the expense of the Australian appeals—not knowingly or consciously favoured. We try to make the best Courts we can. Let me refer to the case which Mr. Deakin referred to. I was not sitting on that case myself, but there were four judges—Lord Halsbury, whom we all recognise in this country to be one of the greatest judges we have ever had, a very great judge, Lord Macnaghten, Sir Arthur Wilson, and Sir Alfred Wills. It would be unbecoming in me to pass panegyrics upon my colleagues and friends, but I should feel myself very uncomfortable if I differed from them on a point of law.

Then there was the case of the eight judges. That was, I think, the only time we have sat with eight for many years, but we did sit as eight because we first sat as four, and I was one of them. The case raised a point which was considered one of very great difficulty, and there was a difference or a sense of extreme difficulty in the case although the sum was not large.

Mr. DEAKIN: It was a New South Wales case affecting, I think, the State land laws.

The LORD CHANCELLOR: Yes, and we got it re-heard by eight judges, because it was found to be so difficult a case. We said, "No, "we will not settle it ourselves but get four more judges." We got Lord Halsbury and the whole of the four Law Lords and myself. It was a re-hearing with eight, and then we came to our conclusion which was I hope a right conclusion.

I will say a word about the arrangement for Colonial judges sitting, in a moment, and simply say this to Mr. Deakin that I like, and I am sure we all like, free and open criticism, and that we are all the better for it, I have not the least doubt. Really, if he will believe it, taking appeals to the House of Lords instead of the Privy Council would be a great disarrangement of our system, and would really mean coming before the same people in another place, and you would not have the advantage, which I should like to have (without an Act of Parliament altering the whole thing) of the presence of an Australian judge; you would not have the advantage of some of the very distinguished men like Sir Arthur Wilson, who are ornaments to any

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court. You would limit the number of judges from whom the selection could be made to hear your cases. But I hope this will satisfy Mr. Deakin. I can assure him not merely that we have taken every pains that we can, but that we will do our level best to give his cases, as all the other cases, strong and adequate courts just as good as we shall be able to give our own people. Remember this as regards number; I know in some countries—in France where they have a great genius for jurisprudence, and they may be right—in some of the Courts of Appeal they have a great number of judges. In England the custom has been all through our history to limit the number. We think that five is quite large enough—understand in saying "we" I speak for everybody—and is by many of us regarded as quite as many as you ought to have in a court. Seven have sat sometimes, but, as a rule, we think that is too great a number, but if it is a very special case we would have seven or eight, just as in the case I referred to just now. The genius of our jurisprudence is to pick your best men; to see you have first rate men, and not to have too many. Perhaps that is wrong; but that has always been the custom, and you will find that the greatest decisions in the history of England, which have made history, so to speak, have been decisions given by quite a limited number of judges—but they have been of the very best. We will try to do our best in that respect.

Let me now come to what Mr. Deakin said with regard to the limitations of appeal. In 1900, Mr. Chamberlain went the length of stating in Parliament that he had contemplated the creation of one court, the House of Lords being fused with the Privy Council into one great court. I think it was found there was very great difficulty in carrying out that project. If you think of it intrinsically there is a great difficulty in it. Let me take it by stages. When we speak of an Imperial Court of Appeal we do not always make it quite clear what we have in our minds. In the first place, there is a suggestion, such as is made by Sir Joseph Ward, namely, that one or more of the judges from New Zealand, or from any other part of the British Dominions, should come and sit in the Court of Appeal on the hearing of a New Zealand case or in a case from their own country. I unreservedly agree to Sir Joseph Ward's proposal. I have had experience myself. I remember an Australian case relating to sheep, about great tracts of land and the mortgaging of it, and so forth, and when I was arguing this case before the Privy Council I was stopped by Chief Justice Way who happened to be present, who put in a piece of local knowledge which I am afraid exploded my contention about sheep farming and sheep management—knowledge which we did not possess. That is only an illustration. It is also true that there may be points of law, even though the law in New Zealand be the same as our own law, in which we should be much the better for having assistance, and very glad to have assistance. I do not think any matters of importance in regard to law are left out by Counsel, and we find it out for ourselves too. I unreservedly agree, and heartily think it would be a good thing if each of the different parts of the British Dominions, each for the hearing of their own cases, could send to us one of their distinguished judges, and I need not add it would be a great pleasure and honour to receive him amongst us.

Then you come to the next stage, whether there ought not to be a court on which not merely representatives of the particular part of the world from which the appeal came were sitting, but whether you ought to have the Privy Council of itself, consisting normally and

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ordinarily for all purposes of the representatives of all, or a good many, of the different parts of the British Empire. You must remember that that concerns not only the self-governing Colonies, but the Crown colonies from which a good many appeals come, and India from which a great many of the appeals come. Of course it is a difficulty, though it is not an insurmountable difficulty, but it would make a very large court. No one would say that every place should be represented at all times, but it would mean a very considerable number of judges sitting. Still, if Australia, for example, or any other part of the British Empire, desire that their cases should be heard, not merely by the judges of the United Kingdom with the assistance of their own, but also by judges from other parts of the British Dominions, the Cape, Canada, India, and the Crown Colonies, and those countries are willing to send us the judges, we can have no objection. It seems to me to be a part of the autonomy of Australia or Canada, for example, that if they wish it done, they are the persons to decide whether it should be done. It is part of what, in the familiar language of this Constitution, is called the order and good government of the Colony.

Then comes the still further stage, the third stage, and that is the fusion of the House of Lords into the Privy Council. It is a mere question of jurisdiction, because the persons are the same substantially, with the addition of large numbers in the Privy Council. That is a proposal the effect of which would be to alter the tribunal to which English, Scotch and Irish appeals have always gone—English appeals from time immemorial, and Scotch appeals since the Union in 1707, and Irish appeals since 1800. In the same way as the question of constituting a different tribunal for Australia could not be done without deliberation in Australia, so this could not be done here without being fully considered in the United Kingdom which it affects.

This last stage directly affects the United Kingdom—whether they will alter the tribunal to which they have been accustomed. I must say it has hardly been discussed in the United Kingdom. We have been very busy about many other things as you may suppose. It has never been really discussed. It was brought forward by Mr. Chamberlain in April, 1900, and I think a few speeches and observations were made about it, but it has never been brought up since. I do not think it has been ventilated in the Press beyond the idea, or what I would rather call, if I may, the aspiration that there should be community of judicial authority over the whole British Empire. The aspiration I think is felt, but it has never been thought out, discussed, or threshed out. Therefore, I cannot help thinking myself that it would be a pity to make an affirmation in such general terms as are contained in the Australian proposal because I think it is premature as far as the practical consideration of it in the United Kingdom is concerned. But I also felt thus: It is apparent that there is a sense in Australia that they are not altogether at ease in regard to Privy Council Appeals. I am sure the Privy Council is in regard to Australian cases an Australian Court, and what we ought to do is to try and satisfy the people in Australia not only that justice is done, but that every effort is made to do it, and as cheaply as possible.

Before I turn to the other matter which I am afraid I must trouble you with, may I say a word in regard to what was said about

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delay? No complaint has been made, I think, but what really has happened is this: Since I have become Lord Chancellor—and I only take that as the time because I know about it—beginning in 1906, 16 months ago, we put down appeals as soon as they are ready, and whenever there is a sufficient number of them we sit and try them, perhaps five successive lists in the course of a year. We had a list which we heard in February and March, 1906. All that were ready were put down, and we heard and disposed of them all before we separated. We put down a second list in March and April. We finished every one of the cases. All those had become due since the beginning of March. In May we had another list, and we finished all the cases; and we also had a supplementary list of those cases which had become ready while we were sitting in the month of May. They were set down for hearing after the list of the May sittings had been closed, and one of them I think was heard. In June and July we proceeded with all the cases that were then ready, and heard them all except one Indian Appeal which stood over by order for a particular reason, and another Indian Appeal which stood over at the request of both sides. There were two Maritime Appeals which stood over by order with the consent of the parties, owing to special circumstances. We also heard one additional appeal which had been entered after we began sitting. In October to December we resumed our list, and finished all the cases except one appeal from British Guiana which stood over at the request of the parties. In addition to that, we heard three supplementary appeals which had been entered after we began sitting. In January and February of this year we sat and heard all the appeals, and we also in March heard four additional appeals which had been entered while we were sitting. The Privy Council is now sitting, and I expect that in the course of ten days or so we shall finish off every case that was ready when we began to sit, which was eight, or nine, or ten days ago. I do not think you will find any record of the way in which business is done which will beat us in regard to that. As regards the point of delay, I must say I think there is a good deal to be said for leaving it, as has been suggested in some of these different communications to the Colonial Courts themselves to regulate all the procedures, and the time, and so forth until the case is brought and presented to the Privy Council. After that we shall be able to deal with it and dispose of it with the rapidity to which I have referred.

May I turn to the next resolutions, to which Dr. Jameson alluded, and which I think he said are to a considerable extent satisfied by what has been said. Perhaps I may go through them: "This Con-' ference, recognising the importance to all parts of the Empire of "the maintenance of the Appellate Jurisdiction of His Majesty the "King in Council, desires to place upon record its opinion:—' (1) " 'That in the interests of His Majesty's subjects beyond the seas "' it is expedient that the practice and procedure of the Right "' Honourable the Lords of the Judicial Committee of the Privy "' Council be definitely laid down in the form of a code of rules and "' regulations.'" The first point is that the practice and procedure should be definitely laid down in the form of a code of rules and regulations. That I think is a very good idea, and we think it is quite right, and we will consolidate and amend so as to conform as nearly as can be to modern circumstances and requirements, and with a view to facilitating and expediting the hearing of appeals.

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I am sure Dr. Jameson will remember that our difficulty is of a practical kind. When we consolidate and amend, if we are to send to every part of His Majesty's Dominions, that is an enormous thing to do. Answers come back perhaps not all agreeing, and then ensues correspondence. It is a herculean task, and takes a great time. But we will try to do it, treating it really as consolidation, and taking upon ourselves the responsibility. Really, after all, practice and procedure, while important, does not raise vital matters of principle, and if you will leave it to us we will send round to the different Colonies.

Dr. JAMESON: You might put in the words "as far as possible."

The LORD CHANCELLOR: It is a matter of business detail, we will try to meet you with regard to it, and I think we shall satisfy you.

The second Resolution is: "That in the codification of the rules, "regard should be had to the necessity for the removal of anachron- "isms and anomalies, the possibility of the curtailment of expense, "and the desirability of the establishment of courses of procedure "which would minimise delays." The second is of course involved in the first. This third is: "That with a view to the extension of "uniform rights of appeal to all Colonial subjects of His Majesty, "the various Orders in Council, Instructions to Governors, Charters "of Justice, Ordinances and Proclamations upon the subject of the "Appellate Jurisdiction of the Sovereign should be taken into con- "sideration for the purpose of determining the desirability of equal- "ising the conditions which gave right of appeal to His Majesty." In every Order in Council there are some provisions which are common to every set of circumstances; but the principal variations are dependent upon the diversity of the different countries that have to be dealt with. For instance, the principal variations relate to the sum of money which is to warrant an appeal. Now that varies between 300*l.* and 2,000*l.* It is a matter upon which each country may have different views; but whatever a country thinks there will be no difficulty whatever in giving effect to it. I doubt myself whether, in a matter of that kind, it is desirable even to press for uniformity. Perhaps uniformity in things of that kind might not be advisable.

Dr. JAMESON: The idea was that all the Premiers being together they might effect some general agreement.

The LORD CHANCELLOR: It is a luxury to us to have uniformity. We should be the last people to object; but, if the Prime Ministers, being here, should come to any arrangement about that so much the better. The same in regard to the limit of time for appealing as of right, and the lodgment of security for costs. If Dr. Jameson were to say: "So far as may be agreed upon by different "parts of His Majesty's dominions" we should not make any difficulty.

Dr. JAMESON: I quite understood that. The Premiers being here, the subject might be raised, and our idea was that the Imperial Government might undertake to correspond with the various States with a view to get uniformity.

The LORD CHANCELLOR: I must not take upon myself Lord Elgin's functions, and no doubt he will help in anything of that kind. I am only speaking from the actual point of view of the Privy Council.

As regards the last Resolution it says: "That much uncertainty,

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"expense and delay would be avoided if some portion of His Ma- "jesty's prerogative to grant special leave to appeal in cases where "there exists no right of appeal were, under definite rules and re- "strictions, delegated to the discretion of the local courts." I think that is quite right. It is so in India. It is regulated by codes of civil procedure, and it can be regulated by your own Parliament. You may pass in the Cape, if you like, an Act of Parliament; or it may be done and has been done by Orders in Council. If you should prefer it should be done by Orders in Council it would be perfectly easy to do it.

Sir WILFRID LAURIER : "That much uncertainty, expense, "and delay would be avoided if some portion of His Majesty's pre- "rogative to grant special leave to appeal in cases where there exists "no right of appeal were, under definite rules and restrictions, dele- "gated to the discretion of the local courts." I would rather see that done by the central authority than by the judicial authority.

The LORD CHANCELLOR : I think what it means is that leave to appeal in a particular case—not the general rule laying down when there should be leave to appeal—should be put in the power of the local courts to give, instead of litigants being obliged to come and apply to the Privy Council for leave.

Sir WILFRID LAURIER : That could be done without legislative authority. I know in my Province, when I was a young member, an interesting discussion took place on this point.

The LORD CHANCELLOR : You would have to do it by Act of Parliament. It is in the case of the Crown Colonies that we do it by Order in Council.

Sir WILFRID LAURIER : Yes, and a great many members favour the absolute abolition of the prerogative of the Crown to hear any complaints from any subject all over the world. It was conceded that Canada under our Act could take away that prerogative, but the opinion prevailed at that time that the right should not be interfered with. Whilst in some cases we have restricted the number of appeals, no man can take away the right of appeal to the Privy Council. If a case involves over 2,000 dollars, he can come as of right to the Privy Council; but, as a matter of fact, he can come to the Crown and ask for leave to appeal. I would prefer to leave this.

Dr. JAMESON : This is made to a great extent unnecessary by the further Resolution which we have brought in in concert to-day, where we say what we want is to have power to legislate, and then, when we form a special court of appeal, that there shall be only certain things which shall be capable of being the subject of appeal to the Privy Council, and power to grant that leave shall be left in the hands of the final court.

Sir WILFRID LAURIER: I would rather say it should be in the hands of Parliament.

Dr. JAMESON : It would be Parliament really, because Parliament would legislate as to that point.

Sir WILFRID LAURIER : It would satisfy me if you were to say : "That much uncertainty, expense and delay would be avoided "if some portion of His Majesty's prerogative to grant special leave "to appeal in cases where there exists no right of appeal were, under "definite rules and restrictions" leaving the rest out.

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Imperial Court of Appeal. (Sir Wilfrid Laurier.)

Dr. JAMESON: I am quite willing to do that. Our fourth Resolution practically puts it in the hands of the local courts.

The LORD CHANCELLOR: I misapprehended the point Sir Wilfrid was taking. It is obvious the Privy Council cannot make laws to govern the self-governing Colonies in any way. I was speaking of it, as I have been speaking of it throughout, not merely in relation to the self-governing Colonies, but to the whole British Empire, because the Privy Council has jurisdiction everywhere.

Mr. DEAKIN: Except in the United Kingdom.

The LORD CHANCELLOR: Yes, it has jurisdiction there too, in respect of patents. What I meant was you could do it in the Legislatures yourselves as you please, and it is for the Legislatures to pass your own laws, and for the local courts to carry out the laws the Legislatures pass. It is possible to do it by ordinance in the Colony, or Order in Council here in the case of Crown Colonies.

May I turn now to the other supplementary points Dr. Jameson has given us. I think his general object is the establishment of a final Court of Appeal in South Africa, with certain restrictions upon the right of appeal from South Africa to the Privy Council, which is obviously a matter for the South African Colonies to determine for themselves. If they pass their own Act they can set up their own Court in South Africa, unless they like to invoke the machinery of the Imperial Parliament by asking the Imperial Parliament to do it. I do not know whether they would or not.

Dr. JAMESON: I understand the Imperial Parliament might use its machinery supposing we pass such legislation at the present moment as would deprive our own State even of the right of appeal to the Privy Council.

Sir WILFRID LAURIER: As I understand, you want to have a Court of Appeal for the three Colonies—the Transvaal, the Cape, and Natal. In a case which would affect you in Natal you want to have a Court of Appeal for these three parts?

Mr. DEAKIN: And the Orange River Colony.

Dr. JAMESON: We want it for all, but, to justify us in doing that we might take away their right of appeal from the present Supreme Court direct to the Privy Council.

Sir WILFRID LAURIER: You must have legislation of the Imperial Parliament for that.

Dr. JAMESON: Yes, that is what I am asking. We want their approval, at all events.

The LORD CHANCELLOR: It really comes to this: You would set up your own court for all the self-governing Colonies in South Africa—and probably the Orange River Colony will have a constitution in the course of a few weeks—a South African court in South Africa. That would be your work. If you wanted the auxiliary help of the Imperial Parliament for other purposes, it may be constitutional and the most convenient way of doing it. I, for my part, greatly hope that, however the functions of the Privy Council may be restricted, the connection will not be severed between the Privy Council and the courts either in South Africa or elsewhere. But every self-governing portion of His Majesty's Dominions has its own right to regulate its own affairs, and do as it thinks fit in regard to that.

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Imperial Court of Appeal. (The Lord Chancellor.)

Dr. JAMESON: The point I wanted to know about is this question of our depriving ourselves of the right of appeal to the Privy Council. Do I understand we could only do that by Imperial legislation or an Imperial Order in Council?

The LORD CHANCELLOR: You could not do it by Imperial Order in Council because it would be interfering with your own affairs. By the Imperial Parliament it could be done if the Colony asked that it should be done—and it would be done. It is rather a novel point. My present impression—and I am sure you will not tie me to it if I am wrong—is that the Parliament of a self-governing Colony with the Royal Assent could regulate that as well as anything else.

Mr. DEAKIN: Is not there power by Order in Council to restrict the conditions of appeal?

The LORD CHANCELLOR: When the constitution is set up the King has no power whatever to interfere with, or derogate from it.

Mr. DEAKIN: Surely he rules in his own court?

The LORD CHANCELLOR: Yes, the King might be advised to say by Order in Council that he would not undertake such and such an appeal. After all, we are now getting upon constitutional methods of carrying it out. The machinery is not so important, after all, as the object. May I suggest to Dr. Jameson that if he reads these three resolutions closely, he will find they are not quite consistent, because if in No. 3 you keep the right of any person to apply to the Judicial Committee of the Privy Council for leave to appeal to it from the decision of such Appeal Court, and you say that is not to be curtailed, it is inconsistent with abolishing the appeal in particular cases.

Dr. JAMESON: No, this is abolishing the appeal from the present Supreme Courts of the various States of South Africa direct to the Privy Council, because this would be constantly going on, and our new Court of Appeal might have nothing to do. We want to abolish that, and, as far as South Africa is concerned, we want this new Appeal Court to be the final Appeal Court, except in stated cases to be mentioned in the Statute creating the court. Then we say we know the prerogative of every British subject is the right of final appeal to the King, and we want that safeguarded, so that, outside of that, any subject could come to the Privy Council, but he has then to ask for leave to appear before the Privy Council. What we want out there is that any case must go to the Appeal Court in South Africa before it can go to the Privy Council.

The LORD CHANCELLOR: I think I see your point. Then there are General Botha's resolutions, the substance of them having been explained by Dr. Jameson. I think Sir Wilfrid Laurier merely suggested an amendment to one of the Cape resolutions: "This "Conference recognising the importance to all parts of the Empire of the maintenance of the Appellate jurisdiction."

Dr. JAMESON: I am willing to take the words out. If they had never been in I should not mind, but taking out something looks like weakening the idea.

CHAIRMAN: Then we take out those words.

The LORD CHANCELLOR: That ends all I have to say, except that there was a reference to the fee of the Privy Council Office. The

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Imperial Court of Appeal. (The Lord Chancellor.)

fees ordinarily chargeable to a successful appellant and respondent are about 15*l.* and 13*l.* respectively, and to an unsuccessful appellant and respondent 4*l.* and 3*l.* respectively. It has not been suggested before that the fees are too high. We have not received any suggestion of that kind. We will look into it. The suggestion came from Newfoundland.

Sir ROBERT BOND: I was putting forward the views that were expressed by the Justices of the Supreme Court of Newfoundland.

The LORD CHANCELLOR: I think that is all I need say, except this: that the Privy Council is very conscious of its responsibilities, I can assure you, and is proud of being able to sit as His Majesty's Court for the different parts of His Majesty's Dominions.

Mr. DEAKIN: Do I understand you to take exception to the resolution of which the Commonwealth has given notice, that it is desirable to establish an Imperial Court of Appeal?

The LORD CHANCELLOR: I think it is asking us in the United Kingdom to adopt a resolution which has not been in the least considered in this country, and I think myself it is premature. I do not want to speak hostilely to it.

Dr. JAMESON: You used the word "aspiration." Would not we pass it in that form, that it is a fair aspiration?

The LORD CHANCELLOR: I think our people would be rather surprised and startled, remembering that this is a new subject to us altogether, if we were to commit ourselves to the idea of an Imperial Court of Appeal, which means one court for the whole of the British Dominions, and a reconstruction of the House of Lords and the Privy Council.

Sir WILFRID LAURIER: The adoption of your resolution, Dr. Jameson, commits those who are here present, and the Officers of the Crown, to an inquiry into the present constitution of the Privy Council. It is a very ancient tribunal. This resolution has some very good words in it—that there are anachronisms and anomalies. There are many things which I think can be eliminated. If the Privy Council is reconstructed that is practically the court. It does not matter by what name it goes. At present, this resolution being adopted we must have a report, as I understand, from the Officers of the Crown with a view to carrying out the suggestion. Then we can see if we should go further. At present I am quite satisfied in adopting this resolution.

Dr. JAMESON: And after this investigation, the result of it taking place on the part of His Majesty's Government will be such a suitable court that it will be suitable for the United Kingdom also. Therefore, I cannot see why we should not pass the Commonwealth resolution as our aspiration of the one which will be created out of the Privy Council.

Mr. DEAKIN: I do not know whether I should enlist Sir Wilfrid Laurier's support to an amendment of this first resolution by which it would read "That the Conference recommends to the consideration "of His Majesty's Government the establishment of an Imperial Court of Appeal."

Sir WILFRID LAURIER: Do you mean we should pass the resolution? It seems to me not particularly compatible.

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Imperial Court of Appeal. (Sir Wilfrid Laurier.)

Mr. DEAKIN: The first resolution would then be reduced to an aspiration.

Sir WILFRID LAURIER: I have no objection to an Imperial Court of Appeal. I do not care what name you call it; whether it is the House of Lords, or the Judicial Committee, or any other body, it matters not very much. For my part I prefer Dr. Jameson's resolution.

The LORD CHANCELLOR: Do you include General Botha's addition?

Sir WILFRID LAURIER: I have no objection to that. It is not a matter which concerns this Conference, but concerns the three Colonies there represented.

Dr. JAMESON: If you and other members in the Conference agree, it will help us a good deal in getting this machinery, which the Lord Chancellor has foreshadowed as necessary, carried out.

Sir WILFRID LAURIER: With all my heart. You are far away, and you want to have a Court of Appeal for South Africa which should be final in most cases, and from which alone there can be an appeal to the Privy Council.

Dr. JAMESON: That is exactly it.

Sir WILFRID LAURIER: I quite agree with that.

Sir JOSEPH WARD: I favour that very cordially too.

The LORD CHANCELLOR: I think everyone agrees in regard to the resolution of Cape Colony, and General Botha's additional resolution. If the resolution as to the Imperial Court of Appeal were accepted, of course it would be committal of the United Kingdom to a variation which, as I have said, they certainly have not considered, and which I think we ought not to agree to.

Mr. DEAKIN: Have you any objection to our asking you to consider it if we alter it in that way, "that the Conference recommends "to the consideration of His Majesty's Government the establishment "of an Imperial Court of Appeal."

CHAIRMAN: His Majesty's Government are represented in the Colonies.

The LORD CHANCELLOR: Is not that one of the things which relate to the order and good government of the United Kingdom?

Mr. DEAKIN: I am bound to admit that is one of the reasons why we put this resolution forward in terms that are intentionally vague; if it were otherwise it would have seemed as if we were imposing something upon the United Kingdom, though it affects us both. I am satisfied to have put forward the proposal. I do not desire to place His Majesty's Government in a difficulty. I recognise the force of the statement of the Lord Chancellor that as yet the matter has not been matured in this country.

CHAIRMAN: Would it not meet your case if we treat it in this way: that we record this resolution as having been submitted by you and discussed; then proceed to say that the resolution proposed by the Cape Colony has also been discussed, and that the Conference thought effect should be given to its recommendations; then make the same sort of deliverance with regard to General Botha's additional resolution. That would put your resolution on record, but not bind us who feel a difficulty in the matter to any further action.

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Imperial Court of Appeal. (Chairman.)

Mr. DEAKIN : In this Conference it is undesirable to attempt to bind any of its members to that to which they take exception. Might I point out that while I do not question the statement directly, or by implication, of the Lord Chancellor, as to the impartial treatment of the courts, yet, in the very constitution of the Privy Council, if my memory serves me, the enactment says that the Lords of Appeal in Ordinary shall, " subject to the discharge of their duties in the House of Lords," attend the sittings of the Judicial Committee. That distinctly places upon the Lords of Appeal a mandate for their consideration of their duties in the House of Lords before their duties in the Privy Council. Again you pointed out the very great care with which the court of which you were a member dealt with the New South Wales case, to which reference has been made, when you said that although four members of the Judicial Committee assembled to hear it, you had a rehearing with eight members because it was an important matter. Extremely satisfactory as this was in that case, it only emphasises the distinction between it and a case which, from the public point of view, was of immensely greater importance, affecting so many vital constitutional issues. Yet that case was finally decided by a court only half as large, after an argument which, I fear, was imperfect, in a Judgment dealing with matters which, so far as the records show, do not appear to have been argued at all. Unhappily, the members of the Board on that occasion did not seem to perceive that the issues were specially important or that they demanded a stronger Committee. I only mention that by way of illustration of the risk suitors run by not being able to secure the same very wise and considerate treatment which the court gave in the New South Wales case.

Finally, while it is perfectly true that we have to take upon our own shoulders the responsibility of having accepted in our constitution those terms out of which this judicial anomaly has arisen, it stands on record that we did so only to save the whole constitution. It was one of those choices which all practical politicians have to make. We made it with our eyes open, but none the less reluctantly, regretfully, and now remember it repentantly.

CHAIRMAN : My suggestion is this : that the finding of the Conference might run in this form :—That the following resolution of the Commonwealth of Australia, " That it is desirable to establish an Imperial Court of Appeal," was submitted and fully discussed. The resolution submitted by the Government of Cape Colony as amended was accepted as follows :—

" This Conference, recognising the importance to all parts of the Empire of the appellate jurisdiction of His Majesty the King in Council, desires to place upon record its opinion :—

" (1) That in the interests of His Majesty's subjects beyond the seas it is expedient that the practice and procedure of the Right Honourable the Lords of the Judicial Committee of the Privy Council be definitely laid down in the form of a code of rules and regulations.

" (2) That in the codification of the rules, regard should be had to the necessity for the removal of anachronisms and anomalies, the possibility of the curtailment of expense, and the desirability of the establishment of courses of procedure which would minimise delays.

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Imperial Court of Appeal. (Chairman.)

" (3) That, with a view to the extension of uniform rights of appeal to colonial subjects of His Majesty, the various Orders in Council, Instructions to Governors, Charters of Justice, Ordinances and Proclamations upon the subject of the Appellate Jurisdiction of the Sovereign should be taken into consideration for the purpose of determining the desirability of equalising the conditions which gave right of appeal to His Majesty.

" (4) That much uncertainty, expense, and delay would be avoided if some portion of His Majesty's prerogative to grant special leave to appeal, in cases where there exists no right of appeal, were exercised under definite rules and restrictions."

The following resolutions presented to the Conference by General Botha, and supported by the representatives of Cape Colony and Natal, were accepted :—

" (1) That when a Court of Appeal has been established for any group of Colonies geographically connected, whether federated or not, to which appeals lie from the decisions of the Supreme Courts of such Colonies, it shall be competent for the Legislature of each such Colony to abolish any existing right of appeal from its Supreme Court to the Judicial Committee of the Privy Council.

" (2) That the decisions of such Court of Appeal shall be final, but leave to appeal from such decisions may be granted by the said court in certain cases prescribed by the Statute under which it is established.

" (3) That the right of any person to apply to the Judicial Committee of the Privy Council for leave to appeal to it from the decision of such Appeal Court shall not be curtailed."

The Conference adjourned till Tuesday, April 30th, at 11 a.m.

Eighth Day. 30th April, 1907.

EIGHTH DAY.

HELD AT THE COLONIAL OFFICE, DOWNING STREET, TUESDAY, 30TH APRIL 1907.

PRESENT:

The Right Honourable THE EARL OF ELGIN, K.G., Secretary of State for the Colonies (President).

The Right Honourable Sir WILFRID LAURIER, G.C.M.G., Prime Minister of Canada.

The Honourable Sir F. W. BORDEN, K.C.M.G., Minister of Militia and Defence (Canada).

The Honourable L. P. BRODEUR, Minister of Marine and Fisheries (Canada).

The Honourable ALFRED DEAKIN, Prime Minister of the Commonwealth of Australia.

The Honourable Sir W. LYNE, K.C.M.G., Minister of Trade and Customs (Australia).

The Honourable Sir JOSEPH WARD, K.C.M.G., Prime Minister of New Zealand.

The Honourable L. S. JAMESON, C.B., Prime Minister of Cape Colony.

The Honourable Dr. SMARTT, Commissioner of Public Works (Cape Colony).

The Right Honourable Sir R. BOND, K.C.M.G., Prime Minister of Newfoundland.

The Honourable F. R. MOOR, Prime Minister of Natal.

General The Honourable LOUIS BOTHA, Prime Minister of the Transvaal.

Mr. WINSTON CHURCHILL, M.P., Parliamentary Under Secretary of State for the Colonies.

Sir FRANCIS HOPWOOD, K.C.B., K.C.M.G., Permanent Under Secretary of State for the Colonies.

Sir J. L. MACKAY, G.C.M.G., K.C.I.E., on behalf of the India Office.

Mr. H. W. JUST, C.B., C.M.G., }
Mr. G. W. JOHNSTON, C.M.G., } *Joint Secretaries.*

Mr. W. A. ROBINSON,
Assistant Secretary.

ALSO PRESENT:

The Right Honourable H. H. ASQUITH, Chancellor of the Exchequer.

The Right Honourable D. LLOYD GEORGE, M.P., President of the Board of Trade.

Mr. W. RUNCIMAN, M.P., Financial Secretary to the Treasury.

Mr. H. E. KEARLEY, M.P., Parliamentary Secretary to the Board of Trade.

SESSIONAL PAPER No. 58

Sir E. W. HAMILTON, G.C.B., K.C.P.O., Permanent Financial Secretary to the Treasury.
Mr. H. LLEWELLYN SMITH, C.B., Permanent Secretary to the Board of Trade.
Mr. A. WILSON FOX, C.B., Comptroller-General of the Commercial, Labour, and Statistical Department of the Board of Trade.
Mr. G. J. STANLEY of the Board of Trade.

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CHAIRMAN: Gentlemen, we proceed to-day to a very important series of Resolutions concerning points on which we know there is difference of opinion, but which, I have no doubt, we shall discuss, as we have hitherto, with an attempt to understand each other. I suppose we shall proceed as we have hitherto done, that is, ask those Colonies who have submitted Resolutions to explain to us in the first place the reasons which they wish to adduce. There is only one observation which I should like to make on the matter. My two colleagues beside me have come to deal with two sides of this question. The Chancellor of the Exchequer will deal with the fiscal side, and the President of the Board of Trade with the side relating to treaties and other matters. I assume from a study of the Resolutions that in some of them both sides are dealt with, and I venture to suggest, as a matter of convenience, that we should treat them separately, and that we should, in the first place, take up the discussion of the fiscal side, on which the Chancellor of the Exchequer will reply. I do not know whether there has been any arrangement between those who have submitted Resolutions as to the order in which they will speak to them, but I naturally turn, as I have hitherto done, to Australia in the first instance, and ask if they are prepared to open the discussion.

Mr. DEAKIN: If that is the preferable course to pursue, in your opinion, I certainly will do so; but perhaps Sir Wilfrid Laurier would prefer to make a statement of some kind.

PREFERENTIAL TRADE.

Preferential Trade.

Sir WILFRID LAURIER: Lord Elgin, and gentlemen, so far as Canada is concerned, the statement which I have to make will be very brief. Our views upon this matter have been known for some time, and at the last Conference they were the subject of ample discussion which resulted in the Resolution which was adopted on that occasion, and which is to be found on page 36 of the Blue Book. The Resolution was in these terms, first: "That this Conference recognises that "the principle of preferential trade between the United Kingdom and "His Majesty's Dominions beyond the Seas would stimulate and "facilitate mutual commercial intercourse and would, by promoting "in the present circumstances of the Colonies, it is not practicable "the development of the resources and industries of the several parts, "strengthen the Empire. (2) That this Conference recognises that, "to adopt a general system of free trade as between the Mother "Country and the British Dominions beyond the Seas. (3) That "with a view, however, to promoting the increase of trade within the "Empire, it is desirable that those Colonies which have not already "adopted such a policy should, as far as their circumstances permit, "give substantial preferential treatment to the products and manu-"factures of the United Kingdom. (4) That the Prime Ministers of

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"the Colonies respectively urge on His Majesty's Government the "expediency of granting in the United Kingdom preferential treat- "ment to the products and manufactures of the Colonies either by "exemption from or reduction of duties now or hereafter imposed. "(5) That the Prime Ministers present at the Conference undertake "to submit to their respective Governments at the earliest oppor- "tunity, the principle of the Resolution and to request them to take "such measures as may be necessary to give effect to it." The Canadian Government adhere to this Resolution, and have none other to propose than that, and I intend at the proper time to move it again. As I understand the Resolutions of Australia, they agree in substance with this Resolution. The first three parts, I think, are verbatim the same. As to the others, there is not much difference between the fourth and fifth parts of the Resolution adopted in 1902 and the Resolution proposed by Mr. Deakin. But perhaps Mr. Deakin himself will show what difference there is, and what he has in mind in substituting the new draft for what the previous Conference concluded.

Mr. DEAKIN: My Lord, Mr. Askwith, and gentlemen, our variation lies first of all in the omission from the fourth Resolution of the words "either by exemption from or reduction of duties," words which do not appear to be material to the substance of that proposal, and its application to the self-governing dominions between themselves. The fifth paragraph does not mark a departure. The fifth says it is desirable that the United Kingdom grant preferential treatment to the products and manufactures of the Colonies. That is complementary to the proposal included previously in the third Resolution, which was that the Colonies were to give substantial preferential treatment to the products and manufactures of the United Kingdom. By adding the fifth Resolution it is intended to propose that we should recommend the adoption of reciprocal preference as in the fourth Resolution of 1902—a preference from the United Kingdom, or, at all events, in association with that.

In moving these Resolutions may I, in a very brief fashion, in the first place allude to the rather significant circumstance that from the earliest occasion of the summoning of representatives of the self-governing Dominions to a Conference of all parts of the Empire, this very question at once presented itself as a natural and proper, if not necessary, subject for consideration as between the several Parliaments concerned. It has never been omitted since from any of these Imperial assemblies. When the first Conference assembled in 1887, with that prescience for which the late Lord Salisbury was distinguished, he put in the forefront of his brief address to the assembled representatives the situation as it then appeared, in these words, which appear on page 5 of the Reports of the Proceedings of 1887*: "I fear that we must for the present put in the distant and "shadowy portion of our task, and not in the practical part of it, any "hope of establishing a Customs Union among the various parts of "the Empire. I do not think that in the nature of things it is im- "possible; I do not think that the mere fact that we are separated "by the sea renders it impossible. In fact, the case of Ireland, which "has a Customs Union with England, shows that it is not impossible. "But the resolutions which were come to in respect to our fiscal policy "40 years ago set any such possibility entirely aside, and it cannot

* [C. 5091].

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"be now resumed until on one side or the other very different notions "with regard to fiscal policy prevail from those which prevail at the "present moment." The Colonies at that time were as they are now, more or less definitely Protectionist in principle. The United Kingdom was then, as it is now, practically Free Trade in every detail. The prospect, therefore, of any form of "Customs Union"—words used, of course, by the Prime Minister, in a very general sense—had to be postponed, as he indicated, until there should be some change of opinion. But looking through the reports of this first Conference, one finds even at that date most of the salient features of the discussion as it has since been developed, were already present to the minds of those who assembled here. The question of foreign bounties and how they should be met,—whether by retaliation or otherwise—was dealt with. Sir Samuel Griffith, then Premier of Queensland, submitted an express proposition for the granting of preferential trade, which will be found on page 462 of the same book. He said: "The "question that I should like to submit for consideration to-day is "whether that conclusion ought not to be carried further, whether it "should not be recognised as part of the duty of the governing "bodies of the Empire to see that their own subjects have a prefer-"ence over foreign subjects in matters of trade." Lower down on the same page he said: "I am not going to venture into deep waters "of Free Trade and Protection; but I maintain that buying in the "cheapest market is not the greatest consideration in the world—"that after all that or any other system of fiscal policy can only be "adopted as a means to an end, the end being the prosperity of the "country to which we belong." Omitting a sentence: "If that can "be best done by buying in the cheapest market, and insisting that "that shall be done, by all means be it so. But if buying in some "other than the cheapest market would conduce more to the prosperity "of the Empire, then, as in all other matters, individual liberty must "yield to the general good of the whole community. All government, "I suppose, consists in a surrender of individual liberty in some par-"ticulars for the benefit of the whole community. I am not sanguine "enough to suppose that anything is likely to be done just now; nor "do I suggest any interference in the least degree with the tariffs "of any countries, or that it should be insisted that any country "should impose a customs charge for any goods if it does not choose "to do so. But I submit for consideration this proposition: That if "any member of the Empire thinks fit for any reason to impose "Customs charges upon goods imported from abroad, it should be "recognised that goods coming from British possessions should be "subject to a lighter duty than those coming from foreign posses-"sions; or to put it in, I think, a preferable way, that the duty on "goods imported from abroad being fixed according to the con-"venience of the country, according to the wishes of its legislature, "as to which there should be perfect freedom, with which I would "not in the least interfere, a higher duty should be imposed upon the "same kind of goods coming from foreign countries." I have read rather more than I intended, but a portion of the speech shows that even at that date the idea embodied in proposals for preferential trade was quite clearly recognised by this most capable Australian statesman.

Then it is notable, too, that in the course of the debate a Victorian statesman, perhaps known by name to most present, the Hon.

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James Service, who was during the whole of his career an ardent Free Trader, and to whom this proposition appeared then to be suggested almost for the first time, after remarking that he was a Free Trader, said at page 471: "If this question were to be raised now as a Free "Trade and Protection question, I would not take any part in the "discussion, because I am not prepared to open up that whole ques- "tion. I am not, however, one of those Free Traders who believe in "Free Trade as a fetish to be worn as a mere phrase round our necks, "and who regard it as always indicative of precisely the same con- "dition of things that it was indicative of in the Cobden period, or "hold that circumstances might never arise of an Imperial character "which might demand a revision of our policy upon that subject." Generally, I think, I may say that was the attitude of the majority of the speakers on that occasion. At all events I find myself reported as having said of preferential trade, "this is one of the best and one "of the few means of drawing closer the bonds of unity, and increas- "ing, as Sir Samuel Griffith phrased it very properly, the solidarity "of the Empire." I went on to add: "But it is not for the Colonies "to urge the adoption of this proposal as one which would be a bene- "fit to them. It is really an Imperial matter, and until the head and "heart of the Empire here"—meaning London, Britain—"become "animated by the same feeling, and become convinced that this is "a good means to adopt, our voices must be futile, the expression of "our views may be considered premature." I simply placed it on record that, so far as we were concerned, we favoured "an Imperial "tariff which would not only demonstrate the unity of the Empire, "but assist to make it a potent reality." So even in 1887 we were face to face with the question which still confronts us to-day.

The next Conference, which met in 1894, in Canada, at Ottawa,* and which was referred to by one of the Canadian Ministers present as a "Trade Conference," took this question into very special consideration. Two resolutions were carried, either then or in 1897, the first recommending the denunciation at the earliest convenient time of any treaties which now hamper the commercial relations between Great Britain and her Colonies. That resolution was carried unanimously. The next was that in the hope of improving the trade relations between the Mother Country and the Colonies, the Premiers present should undertake to confer with their colleagues with a view to seeing whether such a result could be properly secured by a preference given by the Colonies for the protection of the United Kingdom.

Perhaps, as I have not the papers at hand, I may be pardoned for alluding here to a fellow proposal of a distinctive character which was made on the first occasion in 1887 by an exceedingly able representative from the Cape, Mr. Hofmeyr. He proposed, not mutual tariff concessions as between the Mother Country and the self-governing Dominions, but—I think, for the first time, so far as I am aware—an additon of some small percentage (I think he suggested 2 per cent) to every tariff of the Empire, either in the Mother Country or elsewhere, so as not to affect in the slightest degree the complete freedom of each portion of the Empire in framing its own tariff, Protectionists or Free Trade. He sought to make that levy upon foreign goods on entering the Empire, the sum derived to be devoted to Imperial purposes, partly to defence, Naval Defence in particular, and partly to assisting trade and commercial development. I do not

* See (C. 7553).

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wish to detain this Conference, and therefore hurriedly abbreviate from memory Mr. Hofmeyr's proposal, which he supported in a most striking and able speech. He attended, though in ill-health, the Canadian Conference of 1894, when again he alluded to the proposals which he had previously submitted, but I do not appear to have a reference to the page. We are very much indebted to Lord Elgin for the mass of material which he has placed at our disposal. I only wish it had been within my power to read, mark, learn, and inwardly digest it before we resume these discussions. But the pressure upon us is such that even in making a note of this reference to Mr. Hofmeyr, I have evidently mis-stated the page. Now I have the papers. In 1894 the resolution was passed for reciprocity between the different Colonies and the Mother Country, and also between each other; and another resolution in which they asked for a denunciation of treaties. There were treaties at that time proposed between New Zealand and Canada, and New Zealand and South Australia, to which, however, no effect was given; but the making of such treaties was deliberately encouraged. Then it was that Mr. Hofmeyr, referring to his former proposal, expressed his deliberate judgment to this effect—without waiting to find the reference in order to quote the exact words—that it was highly necessary for the stability of the Empire and almost for its existence that a customs alliance of some kind should be established ; that if it were not established the Self-governing Dominions might be expected to turn to other Powers and possibly to enter into treaties with them which he thought would have an injurious effect. That seems much nearer to-day. He considered by anticipation the question of the effect upon food products of his proposal, and, as I remember, thought that any increased cost of a reasonable duty upon food products other than those from within the Empire which were brought into the United Kingdom, would be slight and of short duration. He entertained a strong hope and expectation that his proposal would be adopted. I do not wish to dwell further upon this side issue, except to say that if Mr. Hofmeyr's speeches in 1887 and in 1894 at Ottawa be taken together, they form a very notable contribution to the discussion of this question from another point of view, though an allied point of view, to that which is touched upon in the Resolution that the Commonwealth has submitted. They seem so important that I venture to interject them here, because of the intimacy of their relation, although they are not directly material to the proposals we have before us. It was in 1897 at which the Resolutions, which I read as of 1894, were passed, showing that at the third Conference Preference was still a live question. Then in 1902 we have the resolutions which Sir Wilfrid Laurier has read to us this morning, and which, I am glad to hear, he proposes to reaffirm.* At every Conference, therefore, this issue has been raised in some form or another, with increasing force on each occasion and with increasing definiteness. It would not, therefore, be quite consistent with the course that has been followed by previous Conferences if this issue were not dealt with, and I hope even more thoroughly, at this Conference. For that, too, we have a special warrant. I find in a document, which appears to be in a sense official, issued by the Imperial Federation (Defence) Committee, reporting very fully a deputation to the Prime Minister of 1904, that Mr. Balfour, speaking as Prime Minister, in reply to their request that the question of Naval Defence and Im-

* (Cd. 1299) p. 36.

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perial Defence generally should be pressed upon the coming Conference which was due in 1906—which is this Conference, postponed for a year—went on to say: "As everybody is aware, the circumstance which forced upon me at least the absolute necessity of calling such a Conference was the position in which we have been gradually brought by a controversy which has nothing immediately or directly to do with, though it is indirectly no doubt connected with, the subject which has brought you all here to-day"—that is the subject of Defence. "I am not going to say a word upon that controversy"—that was the Tariff Reform controversy. "There are gentlemen in this room, probably, holding very many different views upon the subject, and it would be quite out of place and quite improper for me to drag in the merits of that controversy even in the most indirect manner. But I quite admit that though the question of closer commercial union with the Colonies, or though a discussion of the possibility of finding an arrangement for closer commercial union with the Colonies, or though a discussion of the possibility of finding an arrangement for closer commercial union with the Colonies, may be the occasion for the summoning of the Conference, it is impossible, and it would be improper, that any such Conference should be confined to that, or should be restricted from discussing anything connected with the closer union of one part of the Empire with the other. It would, indeed, violate the very fundamental condition which I believe to be essential to the value of such a Conference—the condition, I mean, that it should meet with perfect freedom, unhampered and unfettered." I quote that for the purpose of showing that the late Government, which had in view the present Conference, held that the discussion of the possibility of finding an arrangement for closer commercial union with the Colonies was the occasion, or the prime occasion, for the summoning of this very Conference.

In order to avoid entering upon the field of British politics, so far as it embraces proposals for Tariff Reform, I desire to exclude its local relations from my remarks as much as possible. We have, however, had addressed to us in Australia, an appeal on this question, so unusual and emanating from a large number of representative Members of the British Parliament, that one feels under some obligation to refer to it. This was an appeal from Members of the Imperial Parliament to the electors of the Commonwealth of Australia. It set out that in a few months they would be choosing representatives in a Parliament of the Commonwealth, and that Fiscal Preference was one of the questions to be submitted to them. Thinking this gravely affected them, they addressed an appeal to our electors, taking the view that "there is no offer within your power to make"—that is, within the Commonwealth's power—"that could compensate us for a tax upon our food." Again, they speak of the possibility of working men being "embittered by a sense of the wrong done to them by a tax upon food." In conclusion, though it is a short address, they protest in order that goodwill should be maintained between us, that "you should not encourage those among you who are proposing to put a tax upon our food."

Mr. ASQUITH: What is the date of that?

Mr. DEAKIN: June the 22nd, 1906. This appeal was made to the electors of the Commonwealth of Australia, and those electors have given their answer very decidedly. It was very much more in

favour of Preference than ever before—in favour of some degree or kind of Preference, though doubtless differing as to its extent. The result showed certainly a majority of 3 to 1, and probably a larger majority. By way of comment upon their plea, may I say that we venture to hold their terminology rather inexact. What is called a "tax" on food would be more appropriately referred to as a duty; and in our experience a duty is not a tax, of necessity; it need not raise prices. We have illustrations within our own country in which we have imposed duties of a definitely protectionist character, which have not had the effect of raising prices in our community. Of course, no statement whatever can be made as to the effect of "duties" which would apply to all of them or even to many of them. They may be of any height or of any character, apply to any part or totality of a product. There are duties, some of which would be no tax at all, some of which would impose a partial tax, and some which might be wholly taxes. If I do not err, all the duties in this country, with possibly an exception for cocoa and chocolate, which have a slight protectionist flavour—with that single exception, so far as I know—the duties in this country are imposed as taxes, so to speak; that is, with the sole purpose of raising revenue. We, on the contrary, impose duties from mixed motives; some purely to raise revenue; others not only with the object of raising revenue, but of giving a stimulus to local production; others to foster that production without any regard to the amount of revenue that may accrue—these, of course, are levied in differing proportions. To take the tariff of the Commonwealth, or any other tariff, and analyse its duties, would require a very elaborate scheme of classification to discriminate between the different effects which are either intended or achieved.

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With that preliminary caution may I say that this reference to a tax on food appears to us to be appropriate enough, considering its source, because the phrase was evidently used having regard to the British tariff. There it is alleged that some 18,000,000*l.* is levied directly and I have seen another estimate which said 50,000,000*l.* indirectly, though I do not quite understand how that could be, upon food and food products

Mr. ASQUITH: Mainly drink.

Mr. DEAKIN: Does food include drink?

Mr. ASQUITH: It is a very simple matter. Our tariff consists, so far as these things are concerned, of a tax upon various forms of alcohol, tobacco, sugar, and tea, with one or two small duties like those upon cocoa and dried fruits, which hardly count, and practically that exhausts our tariff.

Mr. DEAKIN: I thought that physicians had settled the question whether alcohol is a food or not.

Mr. ASQUITH: They are still disputing it.

Mr. DEAKIN: One further question which appears to be raised —and I am entering into no academic discussion,—is, when a duty is a tax, who pays that tax? I only refer to this because the subject appears to be dealt with by a gentleman who, I understand, occupied, and possibly still occupies, the highest position in the orthodox sect of Free Traders. I think he was, if he is not still, the Secretary of the Cobden Club—Mr. Harold Cox, M.P. In your debates, which I had the opportunity of reading while journeying here, Mr. Cox's testimony on that subject is remarkably clear. He pointed out that

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Canada had a substantial preferential tariff; the duties on British goods were 2,000,000*l.* a year. That was 33 per cent less than the duty which would have been charged on the same goods if they had been foreign goods; if the goods had been foreign, the duties would have amounted to 3,000,000*l.*, but, if he credited Canada with the 1,000,000*l.* she did not levy on our goods, he must also credit her with the 2,000,000*l.* she did levy. We had, therefore, in his opinion, practically to bear a burden of 2,000,000*l.* in order to obtain a remission of 1,000,000*l.*, which, he added, was hardly good business. Mr. Cox is an authority, and when he says that the importing British merchant had to bear the burden of the 2,000,000*l.* of duties, he clearly asserts that the importer pays the whole of the tax—the whole of the duty which he prefers to call a "tax."

Mr. ASQUITH: I do not so understand it, but I am not concerned in defending Mr. Cox.

Mr. DEAKIN: It is very hard to put any other meaning upon it. He said we had practically to bear a burden of 2,000,000*l.*—"we" being the merchants of Great Britain—those who exported from Great Britain for the purpose of importing into Canada. If they bear the burden of 2,000,000*l.* he does not suggest, I suppose, that the Canadian people bear another 2,000,000*l.* over again. That does seem to me quite a hopeful light thrown upon the burden of duties borne by the foreigner.

The reference that was made at the conclusion of the Parliamentary appeal to the preservation of goodwill, is one to which there was and always will be an instantaneous response. There can be no possible peril to goodwill in this matter. There may be a strong difference of opinion as to the best means of giving effect to that goodwill, but certainly the sentiment would not be diminished by the particular character of that opinion. We argue something in this way: All trade, speaking broadly, exists for mutual profit, and is based upon mutual profit. Just as every individual who engages in it desires to have the largest trade possible, so does every nation. Nations, like individuals, live by their labour, their production, and their exchange. This is so true that not only are there wars in fact which are called "commercial wars," but trade is always sought for by aggressive means and sometimes fought for with the sword in order that it may be acquired or retained. What we suggest is a trade in preferences, in trade advantages which should be conceded to each other, on the usual principle of trade, that it shall be to the benefit of both parties concerned. So far as I am aware no one has yet fathered, or is likely to father, any such proposition as that this matter of business is to be dealt with to the advantage of one of the parties only. There is not any business of that character, or which is assumed to be of that character. It must yield mutual advantage, and of the value of that advantage each party must be the judge.

Mr. ASQUITH: I entirely assent to that proposition, if I may say so. It admirably states the case.

Mr. DEAKIN: That is why the goodwill cannot be disturbed. It must always be admitted that each of the parties to the bargain must be the best judge of its own gain. We may have a strong and clear opinion as to how the other bargainer should proceed, in his own interest, but after all that is his affair. We may regret that we cannot do the business, but necessarily we must in every case bow to his decision. So in the present instance it appears to us to be

possible for each to impose duties on a certain scale—putting aside the advantage which may be gained from those duties—granting each other preferences under them without loss or risk of loss.

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The question, as it seems to me, which foreign nations will then put to themselves is not whether duties have been imposed for this particular purpose by Great Britain or by Great Britain and all her Dominions together. What the foreign exporter seeks is the best market; the market where he gets the best price, the biggest market. The position of the United Kingdom appears to us to be so unique, that it not only is to-day the best market for all the world, but may easily continue to be still the best market for all the world outside its own Dominions, even if preferences were conceded to those Dominions when their goods were entering its ports. That, again, is a business question. If the foreign producer can still sell in your market at a profit, even though it be a smaller profit than now, so long as it is a profit he will be induced to continue his trade. If, as is probably the case, even with any duty which you would impose, Great Britain still remained absolutely the best market in the world to him, the fact that it was not as good as it had been would not operate. Markets vary everywhere, owing to circumstances too many even to indicate. Merchants are accustomed to sell, sometimes in good, and sometimes in indifferent, markets, and it does appear to us from our point of view that we are not suggesting anything unreasonable in the proposals we make even in respect of food stuffs and raw materials, both of which we quite admit should be most carefully scrutinised before they could be dealt with. The special circumstances of this country seem to us to offer a margin in which both of those could be dealt with, and effectively dealt with to our great gain, yet without altering the place which the United Kingdom occupies to-day as probably the best market for them in the world.

It is not for us to propose a new or criticise your present fiscal policy, but we may remark that consideration for your own British industries might lead to duties being levied, the object of which would be either to revive those industries which had suffered or were suffering, or to expand those already existing. That involves another set of principles altogether, and I should be distinctly departing from the rule laid down for myself if I entered upon any discussion of the merits or demerits of local protection. It ought to be clearly understood that my reason for mentioning it is this: that when the outer Dominions suggest a preference they not only believe that you should have that opportunity of profit, but also that in considering any proposal for preference to them, the first obligation upon every British Parliament is to consider its own citizens, its own industries, and its own advantage first. So far as you might think it right to exclude us and everyone else from your own markets in order to maintain, or retain, or extend any kind of production or interest of your own, it would be impossible for us to raise one word of complaint. That is entirely a matter for the discretion of the people and the Parliament of Great Britain. May I be forgiven for even mentioning this truism, because it occasionally is inferred that the attitude we adopt is of another character—that we are looking for same sort of eleemosynary aid which is to be given in consideration of our youth and inexperience. We may be youthful, but in this matter we are fairly experienced. In our own tariffs we distinctly

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study our own interests, and hold that the same duty rests as seriously upon the Government and representatives of the people of this country as it does upon us. We approach this question of preference with that preliminary admission, it ought not to be necessary to mention it, that of course our proposal is made, admitting that, first of all, you should consider your own industries, your own production, and your own people, and impose whatever duties you think fit in regard to them. Only after that should you undertake to go further and enter upon the question of preference, when you see it to be to your advantage so to do. I use the word "advantage" in that last connection, as going perhaps, beyond pounds, shillings, and pence, either in the matter of revenue received or preference conceded. If the result of granting a preference is, for instance, to largely build up the Dominion beyond the Seas, it should be remembered that they were, are, and are likely to remain the best customers of this country. Consequently you have a direct trade interest in multiplying their population and increasing their consuming power by means of preferences.

The question of preference comes in only after you have considered your own interests, your own social system, your own financial system, your own industrial system, and whatever else you think fit to take into account. On this matter we have no dogmas; our own method is to study each industry and its needs, or each kind of production, by itself in a business light, and to see how far it is likely to pay the country to foster it or to ignore it. Just in the degree that we deem it to be a good business proposition, we undertake without fear the experiment of fiscally assisting it. If it appears to us an unattractive business proposition, we let it alone. We are bound by no shibboleths; we simply, to the best of our ability, deal with our duties as a merchant deals with his own business in his own interest. Preference for Preference we hope and believe would be profitable to both. We have the strongest reasons, we think, for believing it; at all events, we are satisfied that it could be made profitable to us.

There is one illustration of the method we ourselves attempt to apply, which appears to us to be practical. It is in a Blue Book published in 1904, headed "East India Tariffs; Views of the Government of India on the question of Preferential Tariffs." To that is annexed a general report as to which I have nothing to say, as it relates to India. I find Enclosure No. 1 is a minute of Sir Edward Law, K.C.M.G., C.S.I., Financial Member of the Council of the Viceroy and Governor-General of India, dated 31st August, 1903. What is valuable is the manner in which the relation of India to each country is treated. It is handled precisely as we endeavour to handle each proposal for a new customs duty—either its increase or its decrease—but here it is treated in relation to the possibilities of retaliation. Each country that trades with India is taken separately; the *quantum* of the trade is given; the subject matter of that trade defined; its value to the customer country is considered; and the trade from India to that country is also passed in review. That memorandum exhibits exactly the method in which in the Commonwealth we endeavour to approach any such proposals. Sir Edward Law complains of the deficiency of his materials, and speaks tentatively just as one would do under the circumstances, but what is pertinent in this particular connection is his study of export and import

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trade and its character and possibilities on both sides. That represents a business-like way of disposing of questions of this kind, exhaustively having regard to the materials at hand, so that I have taken the opportunity of quoting it as a better illustration than any statement of the way in which we try to handle such matters.

Before closing this argument, may I say that a good deal appears to us to depend upon what you make the unit of your consideration. I have already admitted that the British tariff should be dealt with, taking the United Kingdom as the unit first, and that the other units should come afterwards. At the same time, those other units together with the United Kingdom make up what we speak of as the British Empire. The view that has very strongly pressed us in relation to all these questions of the tariff and a great variety of other questions, especially such as we have been considering at this Conference, is the future of the larger unit, the Empire as a whole. After the United Kingdom has studied its individual interests; after Canada and the Commonwealth, and South Africa, have studied their individual interests within themselves, and in their dealings with each other, necessarily the greater question presents itself as to the mutual possibilities which those units possess to-day. Their fortunes are bound up together, their trade and commerce are mostly with each other. You come then to the next stage of the question which is quite separate from the first, because you have a great political motive for inquiring how far it is possible for these units to assist each other by interchange. That interchange must be mutually profitable in itself, and even if it were only slightly profitable might become of immense importance as a factor in the interests of the group of units of the Empire considered as a whole. Whatever the possibilities of trade may be between us, and they appear to our minds to be considerable, we are never blind to the fact that closer relations of this kind might play a most important part in ways too numerous to mention not only in bringing us together, but in keeping us together and making us stronger by union for national business bargains. Certainly we should then become better equipped for making those bargains which nations from time to time enter into in order to preserve the peace of the world. We proceed on the supposition, which is much more than a supposition to us, that it is possible in this way to strengthen the Empire as a whole, and this becomes one of the strongest motives we have for looking hopefully to movements of this kind, even while we recognise that they have to begin as business operations, and cannot succeed if they are conducted, or sought to be conducted, in breach of business principles.

So far as I can speak for the people of Australia, this motive—speaking of them as a whole—counts for as much as any promise of direct material advantage to themselves, if you can speak of direct material advantage to us, apart from that of the whole Empire. Personally, I do not think you can. United as we are, the benefit of one must be a benefit to all, and, of course, the benefit of two is better than the benefit of one, and so on. But, for the moment, speaking as if the interests could be severed, I believe a motive quite as strong and probably stronger than that of the money gain or advantage of this trade, influences the bulk of the people of Australia, through the idea of having more intimate relations with their own countrymen and being more united with them in peace as well as in war. They look to the operation of trade and to its great agencies, particularly the shipping of the Empire, to uphold the proud position which it

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occupies to-day. Lord Tweedmouth, when he was with us, mentioned some very striking figures on that point. Not the least by any means of the advantages of the increase of trade within the Empire is an increase in the strength of the mercantile marine with its general relation to naval supremacy, and also in itself a great means of employment and source of national strength. Anything that multiplies the shipping of the Empire, any devices that increase its cable communications and postal facilities are all extremely valuable means of unity to be sought in themselves quite apart from preferential trade, but where preferential trade helps them, it is another argument for preferential trade to whatever extent it encourages them. Ships and cables, and rapid regular frequent communication in all forms appeal very strongly to the people of Australia, perhaps because they are, with New Zealand, the most remote outposts. We look forward with hope to increasing every means of inter-Imperial alliances in associations with trade, and also independently of it by other and more direct means.

In the Australian attitude on this question, and I believe the attitude to be the same in all the other Dominions, these really are very considerable motives. Our people and the thoughtful all the world over recognise the immense advantage of the support they gain from each other as parts of this Empire. They cherish that union and desire to possess even stronger ties than exist at present. They realise that the modern world is full of critical occasions, especially for a great world power with enterprising rivals, and are very anxious that any means of making the Empire more distinctly self-dependent both in peace and war, should also be sought and used with a view to possible emergencies. So, from quite a variety of what you might consider at first sight outside considerations, they are powerfully drawn towards the proposal which is roughly embodied in the resolutions now submitted to the Conference. Peace, education, progress, our independence, and the maintenance of our social conditions, are all bound up with the capacity of the empire to hold its own even against hostilities. Years ago I had occasion to point out to those with whom I am associated in the Commonwealth, that we owed our opportunities and possibilities to the shelter of the position which we enjoyed under the flag, and to remind them that what we prize in the way of liberties, institutions, opportunities, racial relations, and power depended upon the maintenance of this Empire and its strong arm. Many of them share that view. That is the deepest self-interest we have in union—an interest which we share in common with you. The possibilities of the severence of this Empire, of its defeat and destruction, are too painful to contemplate, and, thank Heaven! in no prospect that we can see. But the mere suggestion of them and their possibilities makes us turn with even more intense anxiety towards every opportunity, small or large, which we can find for preparing ourselves against a day of trial and for securing what we hold dearer perhaps than life. To us it appears that henceforth the individual will become more and more dependent upon the social and national structure in which he finds a place. It makes all the difference whether you are grains of sand or the same grains compacted into solid rock. Anything that encourages the development of Imperial organization, which, without limiting the self-governing powers of the several parts, or unduly trespassing on the individual liberty of the citizen, shall compact them together in co-operative relations for the discharge of social duties, political obligations and industrial

efforts—every possible increase of that co-operation—marks a higher stage in civilisation, giving greater opportunities to the individual and greater strength to the nation to which he belongs. That is a political gospel. The nation and the individual act and re-act upon each other, and in the British Empire we think we see the greatest future at present open to any people for that inter-action affording the fullest free play to individual energy and enterprise, and at the same time by willing consent uniting its peoples together for their great common ends of one national destiny.

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Coming down from general considerations to the proposals embodied in this Resolution, while the motives by which we are attracted are of that general nature, they are supported by reasons of a much more precise character. I see to-day in one of your leading newspapers, an article by Mr. John Holt Schooling, a well-known writer, whose diagrams elucidate so many problems. He furnishes several tables, one relating to India, which are devised on a new plan of taking yearly averages during each decade. The general result of his examination of the Indian figures is that they show a continuous fall of imports from the United Kingdom as compared with imports from all countries. Then we come to the Australian Commonwealth, and commencing with the year 1880, when the imports from the United Kingdom were 72·2 per cent of the imports from all the countries into the Commonwealth, he shows their steady decline down to 1905, when the percentage of proportion had fallen to 61·3 per cent. This he terms a large and continuous fall. Of course, this table does not include our inter-State trade.

Mr. ASQUITH: What do you say the figures are now?

Mr. DEAKIN: For 1905 he gives the imports from the United Kingdom as 61·3 per cent of the total imports from all countries. He does not take 1906.

Mr. ASQUITH: I think all the figures are not out yet.

Mr. DEAKIN: I have, I think, the 1906 figures with me. He summarises it in this fashion: "What has been the course of trade "during 1880-1905? Australia's purchases from all countries have "risen, and Australia's purchases from the United Kingdom have "fallen. The latter were 24·3 million pounds yearly during the first "decade, and 22·4 million pounds yearly during the last decade. "These two opposite courses of trade produce in combination the "result disclosed in the last column of Table II. A large and con-"tinuous fall has occurred in the United Kingdom's share of Aus-"tralian markets. For example, during the first decade our share was "72·7*l.* per 100*l.* of Australia's purchases. During the last decade "our share had fallen to 61·3*l.* per 100*l.* And the fall was continu-"ous. Not only are we making less advance in foreign markets than "is made by our trade rivals, but also we are losing our place as a "seller in the market of British Colonies. One of the causes of this "loss of position by us in foreign markets and in the markets of "British Colonies is the fact that we give to each of our rivals a "great trade advantage. We give to our rivals a free market of "43,000,000 persons in the United Kingdom, to add to their own "free market in their own country. For example, the United States "possess an open market of 82,000,000 persons in the United States, "plus an open market of 43,000,000 persons in the United Kingdom— "total, 125,000,000. But the United Kingdom possesses an open "market of 43,000,000 in the United Kingdom, which, moreover, is

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"considerably interfered with by the foreign goods we buy." His third table deals with Canada, and shows in the same way a large and continuous fall. The fourth table deals with the Straits Settlements, with a similar result, and the last table deals with the Cape of Good Hope, also showing a large fall.

Mr. ASQUITH: What do you mean by a large fall?

Mr. DEAKIN: In percentage.

Mr. ASQUITH: A large fall in the aggregate, or a large fall in proportion to the whole?

Mr. DEAKIN: In proportion to the whole. For instance, the percentage in Cape Colony dropped from 80·3 in 1880, in 65·4 last year. It is in its proportions that he is measuring it.

Then, looking a little more closely at the course of British and Australian trade, I find that the greater part of the goods that Australia purchases abroad are still obtained in Great Britain, and to that country a large proportion of Australian produce is exported. But though British superiority as the chief market for Australian trade is maintained, the extent of that superiority has distinctly diminished. Take the official figures of the development of British trade from 1860 onwards: they represent the average annual importations into Australia from Great Britain in each decennial period of goods of British or Irish origin. The figures are, for the period 1860-69, omitting odd figures, 12,400,000*l.*; 1870-79, 14,400,000*l.*; 1880-89, 21,700,000*l.*; 1890-99, 18,400,000*l.*; and 1900-05, a quinquennial period, 20,800,000*l.*

Mr. ASQUITH: Those are British imports into Australia.

Mr. DEAKIN: The average annual imports into Australia from Great Britain, during that decennial period, show that increase, which has then to be measured with the general increase of our trade. It has been urged that an important influence affecting British trade is the loss of the direct carriage of goods produced in the continent of Europe, which formerly were sent to Australia by way of England. Mr. Schooling did not deal with this, but took the imports in gross, that is to say, he took all those as English which came from England, and the balance as foreign. It is impossible during the earlier years above referred to, to distinguish directly from the trade statistics, either of Australia or of the United Kingdom the amount of foreign goods imported into Australia by way of England. But though the total of all goods not of British origin is not known, yet a competent Australian authority has been able to make for me a close dissection of the returns, with the results shown in the following table. From this, it will be seen that there has been little change in the volume of foreign exports to Australia coming by way of England during the last 20 years. Look at the average annual imports into Australia from foreign countries, distinguishing the value of goods coming direct or by way of England; in 1860-69 the direct importations were 3,200,000*l.*; imported by way of England, 700,000*l.*—total, 4,000,000*l.*; in 1870-79, direct importations were 2,800,000*l.*; imported by way of England, 1,140,000*l.*—total, 4,000,000*l.*; in 1880-89, direct importations, 4,900,000*l.*; imported by way of England, 2,000,000*l.*—total, 6,900,000*l.*; in 1890-99, direct importations, 5,900,000*l.*; imported by way of England, 1,500,000*l.*—total, 7,500,000*l.*; and in 1904-05, direct importations, 11,300,000*l.*; imported by way of England, 2,400,000*l.*—total, 13,700,000*l.* Having put these two

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general sets of figures before you, let us now note the respective positions which Britain and foreign countries hold in the Australian market. The changes that have taken place during the last 40 years disclose this: the average annual import into Australia in the decennial periods, beginning in 1860 and ending in 1905, that last period being five years only, was, for the first period, from the United Kingdom, 12,400,000*l.*; foreign countries, 4,000,000*l.*; the next period (1870-79), from the United Kingdom, 14,400,000*l.*; foreign countries, 4,000,000*l.*; the next period (1880-89), from the United Kingdom, 21,700,000*l.*; foreign countries, 6,900,000*l.*; the next decennial period (1890-99), from the United Kingdom, 18,400,000*l.*; foreign countries, 7,500,000*l.*; and the last quinquennial period (1900-05), from the United Kingdom, 20,800,000*l.*; foreign countries, 13,700,000*l* Putting it in another way, if the trade of the United Kingdom be represented by 100, then the foreign imports into Australia for those periods are represented by 32, 28, 32, 41, and 66 respectively, showing a very remarkable growth in the latter period.

Mr. LLOYD GEORGE: You have not the exports to foreign countries?

Mr. DEAKIN: Not in this. They, too, show an increase.

Mr. ASQUITH: Foreign countries have been buying your goods and paying for them by selling their goods to you.

Mr. DEAKIN: Buying more wool. Formerly you took nearly all our wool, but now foreign nations take a share. Those figures show that a change is taking place in the character of Australian imports, and what that change is. The most important developments in the foreign trade of our country have been those manifested during the last 20 years of that period. If we use quinquennial instead of decennial periods the returns of the Statistician's Office in Sydney which have been generally relied upon in local discussions show that in 1881-85 the imports from the United Kingdom represented a value of 24,400,000*l.* as compared with 6,800,000*l.* from foreign countries, the latter being 28 per cent of the former; in 1901-05 the respective values were 20,400,000*l.* and 13,800,000*l.*, the imports of Australia from foreign countries being, therefore 67:5 per cent of the imports from the United Kingdom. Put that another way. While British exports to Australia fell away during the 20 years to the extent of 4,000,000*l.*, foreign exports were increased by 7,000,000*l.* Here let me guard against a misapprehension. The development of Australian industries, to which in some quarters this great shifting of our purchases has been attributed, cannot be pleaded as a sufficient cause for the decline of the British-Australian trade, because, as the figures just cited show, however local production may have grown, and whatever other influence it may have had upon our growth there has been a substantial increase in the combined British and foreign imports into Australia during the past 20 years. It is not necessary for the purpose of this argument to trace in detail the classes of British goods that are being replaced by foreign-made goods, but, speaking generally, and taking the year 1885 as the point of comparison, the trade returns show substantial losses of British trade are caused by foreign gains in haberdashery and apparel, cement, earthern and china ware, cabinet and upholstery ware, glass manufactures, hardware and cutlery, wrought and unwrought leather, paper, silk manufactures, some classes of woollens and many other articles of minor

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importance. The character of the losses of British exports is plain —they lie in manufactured goods and in classes of those goods in which our local manufacturers are not conspicuous.

Mr. ASQUITH: Which are the classes of your own local or native manufacturers which you have shown in this development—wool?

Mr. DEAKIN: We do not reckon wool as a manufacture except as woollen cloth.

Mr. ASQUITH: Yes. I meant yarn or cloth.

Mr. DEAKIN: Speaking from memory there has been a growth, of woollen manufacture. There may be some increase in the making of apparel.

Mr. ASQUITH: Boots and shoes?

Mr. DEAKIN: Yes, some increase, but none, I think, in cabinet or upholstery ware worth mentioning, nor in glass, hardware, and cutlery (cutlery we do not manufacture), nor in paper or silk manufactures.

Mr. ASQUITH: I suppose you have practically no cutlery manufactures?

Mr. DEAKIN: None. Our manufactures are still in their infancy.

To interpret these facts aright, one or two possible explanations suggested must be disposed of. The expansion of the foreign at the expense of the British trade with Australia is not due to any superior quality or cheapness of the foreign-made article. England can manufacture most descriptions of exportable goods as cheaply as can any foreign country, and there need be no increase of general prices to the Australian consumer, had the Mother Country a larger share of the Australian import trade. Of course, some portion of British loss of trade, has, undoubtedly, arisen from the conservativeness of British methods, but the extent of the loss thus arising has been greatly overrated. The present position of British trade in Australia is almost wholly due to the settled policy adopted by most foreign countries, of reserving their home markets for their home produce, and reserving their competition for other, especially British markets, for by this policy they are enabled, step by step, to oust Great Britain from the trade of her possessions.

Something must be said of the manner in which foreign trade is conducted, for this is detrimental to the interests of all the producing States that receive their goods. It has been amply demonstrated that the practice of "Dumping," or the placing of large quantities of produce below cost price, tends to destroy established industries in the countries receiving the dumped goods. This practice is at times largely employed by foreign manufacturers to injure British trade, not only in Australia but everywhere. Great Britain gets nothing in return for her gift of her markets from her rivals. She makes them a present of it, and, so far as I have observed, does not even secure their friendship in return.

Mr. ASQUITH: Can you give me any case of dumping in Australia on a substantial scale?

Mr. DEAKIN: We have, of course a good deal of what you may call casual or irregular dumping of cheap shiploads. Those I do not

dwell upon. The chief danger that we have to cope with lately was with regard to agricultural implements, which, from information received, were manufactured in the United States. We had reason to believe that these were being brought in with the intention of being sold under cost in order to cripple and destroy the local manufacture. We have dealt with that in a very drastic fashion by an Act which will enable us to cope with the great Trust that is understood to be behind this operation. That is the most conspicuous case recently.

Mr. ASQUITH: Were not they let in free under your tariff?

Mr. DEAKIN: Not harvesters, strippers, and binders to which I am referring now, and which were dealt with under a particular law passed last session.

Mr. LLOYD GEORGE: What is the tariff on those?

Mr. DEAKIN: It was 12½ per cent. on the value, but now we have a fixed duty of 12*l.* each machine.

Mr. ASQUITH: When did that happen?

Mr. DEAKIN: Last year. Foreign manufacturers are able to attack our market by having behind them the security of their own market with free access to British markets, and by reason of the comparative lightness of the Australian tariff to invade Australian markets also.

Glancing for a moment at another aspect, may I notice in passing, the extent to which foreign countries have prevented the natural increase of British trade. In the ten years 1895-1905 British exports to British possessions, including Australia, increased from 91 to 134 millions, while the exports of foreign countries increased from 51 to 103 millions. Taking goods, the produce and manufacture of Great Britain, the export to British possessions in 1905 was 113 milions, or only 10 millions in excess of the exports of its foreign competitors. Indeed, if India be omitted from consideration, the foreign imports into British Colonies exceed in value those of British origin. Now this great change has not been brought about by ordinary commercial methods. The gradual exclusion of Great Britain and her possessions from foreign markets is, of course, deliberate, intentional, and consistent. Not only do foreign countries, for the most part, reserve their home market to themselves, as far as it has been practicable and politic for them to do so, but by subsidies, bounties, and trade regulations, they stimulate their own exports, and materially restrict those of their rivals. I can only follow this part of the subject a short distance, but it is a very important part, though the means used are much more than fiscal. The point which cannot be overlooked, and must be kept constantly in mind, is that our trade is affected very largely, and will be injured in future by the aggressive policy adopted by foreign countries. Australia, as a producing nation would be vastly benefitted if it could send its goods everywhere on fair terms; but our commercial rivals exclude us with impunity from great areas which do not produce naturally the goods which we could send them if these restrictions were removed. It is not possible, for example, to send anything to German Colonies, for not only does their Government subsidise its ships to carry produce cheaply (the sum of 350,000*l.* a year being spent in shipping bounties), but in German Colonies German goods are either exempt from customs

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duties entirely, or are taxed at a low scale, while other goods have to pay high import duties. This is Preference carried to an extreme. It has the full effect intended by its authors of restricting German Colonies to German commerce. But, beyond this, both on their home and colonial railways, German goods intended for export are carried at almost nominal rates.

France adopts a somewhat similar position. The laws regulating the commerce of that country with her Colonies and Dependencies are so framed as to discriminate largely in favour of French products and French shipping. Some little time ago an endeavour was made to open a market for Australian produce in France; it was then found that butter coming from Australia was subject to more than twice the duty imposed on the produce of the United States, Denmark, Belgium, and other countries, the produce of these States being in turn subject to a considerable impost. In fact, the French market was practically and designedly shut to our produce. Nor do our disabilities end with duties on manufactured goods, for though few countries deliberately put duties on raw material of manufactures, yet America levies over 50 per cent. on Australian wool, and this practically closes the American market to the chief Australian staple. It is needless to recapitulate the various difficulties which the Australian exporter has to contend with in all other countries than Great Britain, especially while the Mother Country herself will not discriminate between us. The only articles which foreign countries seem willing to take are raw materials absolutely necessary for their own manufactures. This is a subject which, from a British point of view alone, might be pressed very far. Of course, that is not my business. We have to face the facts as we find them, dealing so far as we can with political attacks upon trade by a political defence of trade, and undertaking any reprisals which may be necessary to that end.

On all sides the export trade of Australia is blocked by ever increasing barriers by foreign countries. Europe ought to be an excellent market for Australian mutton and beef, as many European workpeople hardly ever have meat to eat—or do not regularly have meat to eat—yet we have practically no trade of this kind whatever with any European country except England. Nearly every European Government has erected, in the interests of its agrarian population, restrictions either by way of customs duties or of regulations ostensibly in the interests of health, which effectually prevent the development of trade. I am indebted to Mr. Coghlan, the Agent-General for New South Wales, who recently visited Germany, for the information that the wholesale price of muton there is over 6*d.* per pound. That country imposes upon meat a duty of seven-eighths of a penny per pound, with the immediate possibility of an increase to 2½*d.* which is the duty fixed under the new tariff. In any circumstances this latter duty is prohibitive, but in order to make it absolutely certain that no Australian mutton can be sent to Germany, the line of steamers trading between Germany and Australia, which is subsidised by the German Government, is expressly debarred by its charter from bringing into Germany from Australia fresh or frozen meat, butter, dairy produce, and cereals. Here, again, a shipping subsidy strikes, and strikes hard, against British trade. As if this were not enough to prevent importations, there are restrictions, nominally in the interests of sanitation, of the most rigorous order. It is

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provided, for example, that in regard to frozen beef, the breast, peritoneum, lungs, heart, kidneys, and in the case of cows, the udder also with the lymphatic glands belonging thereto, must be united to the carcase in their natural arrangement. Carcases divided into halves must be packed together, and the head of the lower jaw with the masticatory muscles must be imported with the carcase in such a way that it can be seen at a glance that they belong to it. This provision would exclude, as it is intended to exclude, Australian meat from the German market, even if there were no duty. A similar system is now being proposed, I think, in Sweden. In France the practice in regard to frozen mutton and beef is much the same as in Germany. The duty on mutton is 1½*d.* per pound, with a surtax of 25*s.* per ton where the meat is not imported direct from the country of origin. Hence, if any Australian mutton is first sent to England and then on to France, it has to pay a higher duty. At one time there was the prospect of considerable development in the tinned meat trade of Australia, especially with Germany, but the importation of this class of meat is now entirely prohibited. In France, tinned meats are allowed to be imported; but the duty of ¾*d.* per pound for direct shipment with the other charges on the tins and on the cases, brings the duty to nearly 1¼*d* per pound. The policies of other countries of Europe follow on much the same lines. Where a nominal duty is insufficient to keep out our products, the agrarian party obtains the imposition of sanitary and port regulations which effectually prevent any importation of meats and dairy produce whatever. These details I fear are rather tedious to you, but they are very practical to us.

Mr. ASQUITH: These are the very things we want to get.

Mr. DEAKIN: They show what we have to face in other markets.

Mr. ASQUITH: In reference to what you have been saying, let me call your attention to two or three figures as regards Australian trade with Europe. The total Australian exports to foreign countries in the year 1891 were 7,725,000*l.*; in the year 1905 they were 17,619,000*l.*; in other words, they had increased between two and three times. In the corresponding years in 1891, the Australian exports to the United Kingdom were 25,500,000*l.* in round figures, and in 1905 26,700,000l., an increase of 1-25th. It hardly looks as if you had been blocked out of the European market.

Mr. DEAKIN: You have been blocked, in our opinion, from anything like your fair share of our natural increase. Apart from the purchases which they make from us because they are bound to make them, there was no reason why your proportion of our trade should not have been increased also.

Mr. ASQUITH: I was dealing with the argument that you were being excluded from foreign markets. Take the markets you have mentioned—Germany and France. 1891 seems to have been a low year, and therefore I will not take it for Germany, but I will take 1892.

Sir JOSEPH WARD: I think that is wool, chiefly.

Mr. ASQUITH: I have here only the total exports.

Sir JOSEPH WARD: That is chiefly wool.

Mr. ASQUITH: No, doubt, chiefly wool.

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Sir JOSEPH WARD: That is wool, a great proportion of which formerly came to London for sale, and was then transferred to the Continent, but their own steamers take it direct there now.

Mr. ASQUITH: Be it so. I only want the fact. For Germany the total was 1,770,000*l.* in 1892, and last year 5,088,000*l.*; for France it was 1,857,000*l.* in 1892, and 5,762,000*l.* in 1905.

Sir WILLIAM LYNE: Does that include minerals?

Mr. ASQUITH: I think so.

Mr. DEAKIN: Our wool and ores are taken to Germany to be smelted. We mine, but unfortunately do not manufacture them. If you take out the wool and the ores, you will find next to nothing left. The German manufacturers are using more wool. Their woollen manufactures are growing. They have a high standing in metallurgy, and take our ores instead of you.

Mr. ASQUITH: You could not send all that wool here, could you?

Mr. DEAKIN: We send about 10,000,000*l.* worth. Formerly that was bought here, or a good deal of it, for them; now they buy direct.

Mr. ASQUITH: No doubt it goes direct there.

Dr. JAMESON: Your argument would be that you could not send that wool here if the German manufacturers did not come here.

Mr. DEAKIN: There is a great deal I would like to say on this point, but feel I am saying so much already.

Mr. ASQUITH: Not at all. I thought you would not mind my pointing out, in passing, that your total exports to foreign countries have increased from 7,000,000*l.* to 17,000,000*l.*

M DEAKIN: No doubt; Australia is very dependent at the present stage of its development on the export of raw materials, and these are raw materials. These are not affected by our fiscal policy or by the German fiscal policy, because it does not pay them to do it; but if they could deal with our wool and ores as they deal with our meat or any of our manufactured products, none of them would go into Germany. They are taken, at the present time, in order that their manufacturers may be supplied. They turn our wool into cloth, smelt our ores, and manufacture them into machinery, or into pig iron and send it out to us to compete with your iron. Their tariff is framed directly in their own interest. It is to their interest to get wool and ores, and, therefore, they take them. It is not in their own interest to take manufactured goods, and, therefore, they do not take either yours or ours.

Mr. ASQUITH: And, as you are largely producers of raw material, you are not injured by the German tariff to that extent?

Mr. DEAKIN: No, but we are injured in regard to the foods which they decline to take.

Mr. ASQUITH: What do they do with your wheat?

Mr. DEAKIN: They take some, but not much. Germany, like France, is still largely an agricultural country.

Mr. ASQUITH: It imports a good deal.

Mr. LLOYD GEORGE: Germany imports more than France.

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Mr. DEAKIN: Yes; but both France and Germany, in contrast with Great Britain, are agricultural producers themselves.

Mr. LLOYD GEORGE: There is increased importation of wheat every year in Germany.

Mr. DEAKIN: I should think there would be owing to the development of their manufactures.

Mr. ASQUITH: And the increase of their population.

Mr. DEAKIN: Yes, their population has increased very materially with the increase of employment.

Mr. ASQUITH: I only interrupted to clear it up as we go along.

Mr. DEAKIN: Quite so. Fiscal questions interest us a great deal, and I was rather afraid how far I should travel if I did not limit myself to one line of argument. I am speaking now from notes.

Mr. ASQUITH: This concrete part, if I may venture to say so, is most important.

Mr. DEAKIN: Without going further into details or multiplying proofs, it may therefore, be broadly asserted that Australia obtains fair play from no foreign country. Until a different attitude is adopted by such rivals our chief hope of expansion lies in the further development of the trade we already enjoy with the Mother Country. Although we receive neither more nor less consideration here than they do, it would be well worth our while to enter into an equitable arrangement with you to do so, if only because of the business possibilities of that trade. Your market is a very valuable market and an open market, while their markets, however valuable, in great degree, except for raw materials and only for some of those, remain closed markets. The next question is whether we are helpers, whether we have no means left to us of protecting ourselves and helping each other against the offensive action of foreign rivals. From the latest published returns it would appear that Britain and British possessions purchase annually goods to the enormous value of 800 millions sterling. Out of this sum the share of the Mother Country alone amounts to 565 millions, of which, it may be said in passing, only 50 millions are at present the subject of any duty.

A careful analysis of the imports into Great Britain has been made for me, and from this it would appear that, excluding wool from the 565 millions just referred to, 213,000,000*l.* represents the value of produce which Australia could supply wholly or in part. At the present time, the import of Great Britain from Australia of these goods is not more than 10,000,000*l.*, while produce to the value of 42 millions is obtained from other British possessions. This shows that the share of foreign countries in British trade is 160,000,000*l.*, that is to say, more than 16 times that obtained by Australia, and between three and four times that of the whole of the British possessions taken together. As I have said elsewhere, in modern markets it is the seller who is the courtier—the buyer is king. That is the key of the situation. The possession and exercise of this huge purchasing power furnishes a strong instrument by the courageous but cautious use of which justice could be secured to British goods and to goods of the Colonies, especially if the whole Empire were to combine as one. We need dread no retaliation nor employ anything like the whole of the authority which our purchasing power carries with it. A mere

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exhibition of readiness to use it on occasion would enormously improve our opportunities, and to our minds your opportunities, and might most materially multiply ours at the same time. So far as we must import it would seem to be true patriotism to favour Great Britain with our custom, and so far as Great Britain must import, that she should obtain her goods from her Possessions beyond the seas. This would be real and effective patriotism with or without duties against foreigners. A decay of British trade means the decay of British power and prestige, but it is idle to expect that individual efforts alone can accomplish either unity for the defence of our territories or unity in the defence of our trade. Only our several States can act effectually and to act effectively, they must act together.

Preferential trade and retaliation against foreign countries which penalise our trade are among the several means by which the Empire can recover its loss of ground and prevent further loss to its material interests. So far as Australia is concerned the advantages of receiving preferential treatment from Great Britain are too obvious to require demonstration. Allusion has, however, been made to the produce imported into the United Kingdom which Australia might supply, because an extension of our export trade is absolutely necessary for us in the present state of our development. The position of Australia is, in some respects, unique. It has an immense undeveloped territory and resources, but a small population occupying that territory, and, consequently, a very limited market. Moreover, as the Australian population increases very slowly in proportion to its sphere and opportunities its home market is not expanding equally with the development of its industries. Out of 2,000 million acres within its territory there are less than 9½ millions under cultivation, and this area could be added to almost illimitably. Its total production, both of primary and secondary industries, amounts to 128,000,000*l.* sterling, and of this quantity not more than 71 millions sterling are required for local consumption. It is, therefore, plain that if further development is to take place, especially in the primary industries of the country, one essential factor of that development is the opening up and maintenance of outside markets for its produce. It is also plain that the peopling and development of Australia makes for the strengthening of the Empire in men and means, in trade and in national power.

The first resolution recorded on this subject by the Conference of 1902 is an emphatic recognition and declaration of this all-dominating consideration. The prominent politician here who said lately that you had greater financial interests in the Argentine than in Canada afforded another illustration of the precept that where the treasure is there will the heart be also. He also suggested the imperative necessity of putting our treasure within the Empire if we are to retain the patriotism of those who are governed by such a strange Imperial doctrine.

Allusion has also been made to the present state of the Australian export trade. I have obtained since my arrival, through Mr. Coghlan, Agent-General, and formerly Government Statist of New South Wales, a summary of the principal products which Great Britain imports from abroad, and in which Australia is interested. It has already been pointed out that the volume of such imports is 213 millions sterling out of a total import of 541 millions, 24 millions' worth of wool not being included. If the Commonwealth could secure,

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as with her immense natural resources, she ought to secure, any considerable portion of the trade of Great Britain now in foreign hands, her position would most certainly be assured. What, however, is her actual position? Excluding wool, Australia supplies considerably less than 3 per cent. of the goods imported into England, while the share of the foreign countries amounts to 80 per cent.; and even if wool be included, Great Britain's imports from Australia do not exceed 4¾ per cent. of the total. Is there any point of view from which this condition of affairs can be deemed natural or desirable?

The question that is coming home to Australia is: Can the Commonwealth without preference in the British markets retain even its present trade? And the answer undoubtedly is that without fresh effort and a new policy it cannot. Foreign countries, by means of liberal shipping bounties and concessions in railway tariffs, are already placing their goods in competing markets at lower rates than Australia can do under present conditions, and one country at least, Denmark, Australia's most formidable competitor in the supply of buter, has a concession of low freights for its produce on certain British railways. This concession, with others of an equally important character, enables the Danish farmers to compete successfuly with the products of British origin. It is apprehended that even our present small outlet in Great Britain will be effectually threatened, so that if we are to retain our present markets, it is most essential that we should get at least as favourable concessions as foreign countries obtain. If we are to expand our markets, and to place ourselves beyond the reach of foreign aggression, preferential treatment must be obtained. Preferential trade would enable Australia to secure a large portion of the British trade, many lines of which are largely or exclusively in foreign hands, with the result that there would be a more rapid development of the territory of the Commonwealth, an increase in its population and wealth, and a large increase in its home market for manufactures, to the manifest advantage of those engaged in various form of productive industry. Upon the enormous gain to the Empire as a whole from the settlement, population, and development of its immense territories, it is unnecessary to dwell. There are no such opportunities elsewhere, and there is urgent need of their immediate utilisation. We are and shall continue to be your best customers.

Taking some of the items in which Australia is interested, the opportunities for expansion will be clearly seen. There is imported into Great Britain annually butter to the extent of 207,000 tons. Of this large quantity, 155,000 tons comes from foreign countries and 52,000 tons from British possessions, Australia's portion being but 24,000 tons. Under a preferential duty it is most probable that the British possessions could secure half the trade now in foreign hands. If Australia obtains only one quarter of that new trade she would be able to add to her exports 19,000 tons of butter valued at 2 millions sterling, which would mean the direct employment of 41,000 persons. The import of cheese into Great Britain, which is almost entirely in the hands of Canada, amounts to 6,350, 000*l*, to which Australia contributes to the extent of 1,000*l*. only. Here again is an opening for trade which preferential treatment would greatly widen.

The imports of wheat and flour into the United Kingdom amount to 41¼ millions sterling annually, and of this quantity Australia

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sends only 4,300,000*l.* Given a certain market, such as would be open to us if Great Britain granted a slight preference on wheat, we might easily expand our imports to four-fold their present average, and send away 70,000,000 bushels every year. Of other grains, principally oats, barley, and maize, the imports of the United Kingdom are valued at 29 millions sterling, to which Australia contributes an insignificant 9,000*l.* There is no reason why we should not export maize, which grows well in New South Wales and Queensland, as well as oats and barley, which grow prolifically on the highlands of all the States, and obtain some share of the 29,000,000*l.* now paid to foreign countries. If we secure only one-fifth of this trade, employment would be found for a large number of farm hands, and if our export of wheat only reached the figure of 8,500,000*l.*, or twice the past year's total, and other grains 5,000,000*l.*, as they might very well be expected to reach under a slight preference, this would mean the additional employment in the Commonwealth of 200,000 persons. All of these would be purchasers of British goods, far larger purchasers than foreigners are, and of the goods you most wish to sell. Under preference we could obtain all our over-sea requirements within the Empire.

The trade in meat and livestock offers wonderful possibilities. England imports bacon to the value of 12,750,000*l.*, and live animals for food 10,000,000*l.* The total trade amounts, therefore, to 48,500,000*l.* and of this Australia supplies only 1,750,000*l.*, or less than 4 per cent.; while under a scheme of preference no limit could be set to its possibilities.

Mr. ASQUITH: I think no bacon comes from Australia?

Mr. DEAKIN: Practically none.

Mr. ASQUITH: Why is that?

Mr. DEAKIN: As far as I can understand the market is already in the possession of Canada and the Argentine.

Mr. LLOYD GEORGE: I should say the United States of America send a lot?

Mr. DEAKIN: Yes, a great share.

Mr. ASQUITH: Canada has a very large bacon export.

Mr. DEAKIN: As regards fruit, produce to the value of 10½ millions sterling is imported annually into England, and of this Australia sends only 240,000*l.* Of course, I am looking at the Australian trade all through. Many other articles could be enumerated which, under a preferential arrangement, could be exported from these States, but the articles named sufficiently illustrate the possibilities of Australian development. The French tariff shows how other countries foster their Colonies. In the north of Africa the French have the Colony of Algeria, and the Protectorate of Tunis, and it is to be expected that, sooner or later, Morocco will come under French dominion. With a view of developing French interests in these countries, their grain is admitted to France duty free, while against other countries an import of 12*s.* 3*d.* per quarter is levied. France is, therefore, already doing for its Colonies what England is hesitating to do. It is clear that so far as its external markets are concerned Australia has much to gain by preferential treatment on the part of the Mother Country, nor is it obvious what it is possible for her to lose if she in turn gave preference to the

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produce of Great Britain. Canada, South Africa, and New Zealand all give preference to British goods, and their export trade to foreign countries has not been prejudiced thereby. The direct benefits of preferential trade have been plainly indicated, but there are indirect advantages, especially to the Mother country, which are worthy of consideration, particularly from the point of view of the Colonies as a field for British immigration. England imports from Germany and America three times the value of goods which she exports to these two countries, and it therefore may be taken in a general sense that England's foreign trade creates three times the amount of productive employment in Germany and America that it does in England itself. The British people, therefore:—(*a*) Pay the foreign farmer instead of benefitting its own people beyond the seas; (*b*) Pay the foreign railways for the carriage of the goods which it imports; (*c*) Pay foreign ships instead of British ships for the carrying of this merchandise. These are three very important considerations, especially the last. On the mercantile predominence of Great Britain depends its Naval supremacy, and upon Naval supremacy depends the security of the Empire. By their huge trade with foreign countries Great Britain and its possessions are helping to build up large foreign merchant navies which may be used hereafter to undermine the strength of the Empire, for it should never be forgotten that all Foreign Powers subsidise their mercantile marine with the view of relying upon it as a Naval Reserve in war time.

Sir WILFRID LAURIER: I am afraid we must adjourn now, as we have an engagement at one o'clock.

Mr. DEAKIN: Yes, I had hoped to finish this morning. I shall not take much longer.

CHAIRMAN: We will resume this to-morrow.

Adjourned to to-morrow at 10.30 o'clock.

Ninth Day. 1st May, 1907.

NINTH DAY.

HELD AT THE COLONIAL OFFICE, DOWNING STREET, WEDNESDAY, 1ST MAY, 1907.

PRESENT:

The Right Honourable THE EARL OF ELGIN, K. G., Secretary of State for the Colonies (President).

The Right Honourable Sir WILFRID LAURIER, G.C.M.G., Prime Minister of Canada.

The Honourable Sir F. W. BORDEN, K.C.M.G., Minister of Militia and Defence (Canada).

The Honourable L. P. BRODEUR, Minister of Marine and Fisheries (Canada).

The Honourable ALFRED DEAKIN, Prime Minister of the Commonwealth of Australia.

The Honourable Sir W. LYNE, K.C.M.G., Minister of Trade and Customs (Australia).

The Honourable Sir JOSEPH WARD, K.C.M.G., Prime Minister of New Zealand.

The Honourable L. S. JAMESON, C.B., Prime Minister of Cape Colony.

The Honourable Dr. SMARTT, Commissioner of Public Works (Cape Colony).

The Honourable F. R. MOOR, Prime Minister of Natal.

General the Honourable LOUIS BOTHA, Prime Minister of the Transvaal.

Mr. WINSTON S. CHURCHILL, M.P., Parliamentary Under Secretary of State for the Colonies.

Sir FRANCIS HOPWOOD, K.C.B., K.C.M.G., Permanent Under Secretary of State for the Colonies.

Sir J. L. MACKAY, G.C.M.G., K.C.I.E., on behalf of the India Office.

Mr. H. W. JUST, C.B., C.M.G.
Mr. G. W. JOHNSON, C.M.G.,
Joint Secretaries.

Mr. W. A. ROBINSON,
Assistant Secretary.

ALSO PRESENT:

The Right Honourable H. H. ASQUITH, M.P., Chancellor of the Exchequer.

The Right Honourable D. LLOYD GEORGE, M.P., President of the Board of Trade.

Mr. W. RUNCIMAN, M.P., Financial Secretary to the Treasury.

Mr. H. E. KEARLEY, M.P., Parliamentary Secretary to the Board of Trade.

SESSIONAL PAPER No. 58

Ninth Day. 1st May, 1907.

Sir E. W. Hamilton, G.C.B., K.C.V.O., Permanent Financial Secretary to the Treasury.

Mr. H. Llewellyn Smith, C.B., Permanent Secretary to the Board of Trade.

Mr. A. Wilson Fox, C.B., Comptroller-General of the Commercial, Statistical, and Labour Departments of the Board of Trade.

Mr. G. J. Stanley, C.M.G., of the Board of Trade.

PREFERENTIAL TRADE.

Preferential Trade.

CHAIRMAN: Mr. Deakin, will you resume?

Mr. DEAKIN: Lord Elgin and gentlemen, I should like to say in the first place that the *précis* which appears in the newspapers this morning was very kindly submitted to me yesterday afternoon, and I am responsible for it. It appears, however, that some attention has been called to the figures quoted, probably an error due to a misprint. I have also to say that not reading the whole of the manuscript, there is one sentence in it which I should certainly have altered, because I did not use the phrase, and would have carefully avoided using it. It is that in which I refer to a power of this Empire to bring foreign countries to their knees. I certainly laid great stress on the power of this country, but avoided, as far as my memory serves me—and I certainly intend to avoid—any expression of that kind, which, although it might be a summary of my argument, is conveyed in a form that I prefer not to adopt. But, as I have said, the responsibility is mine; the *précis* was presented to me and that I did not read every sentence of it was my own fault.

Yesterday I was endeavouring to bring to a conclusion my criticism of preferential proposals or possible preferential proposals having regard to the circumstances of Australia. I necessarily dealt in figures, but with the proportions of totals, rather than with the totals themselves. In the Commonwealth, though the increase of population has been much smaller than we could have desired, the extension of settlement and advances in production have proceeded by leaps and bounds. In recent years, owing largely to improved methods of cultivation and machinery better adapted to our agricultural conditions we have had immense increases in our exports. These, of course, have affected every branch of our business—imports as well as exports. You have to look at the figures relating to Australia always with the recollection that you are considering a community that, taking any period of years together, is marching onward with very rapid strides, always buying much more and selling much more as it grows. If you look, therefore, at our gross totals, you will say that these appear satisfactory and, subject to the qualifications which follow after any analysis of totals of that general kind, are satisfactory. If you look, therefore, at the totals of our trade with either the Mother Country or with foreign countries, you will notice large increases, though I have passed these by—and perhaps it was an omission—without calling attention to them. All our figures up to now must be dealt with recollecting that they relate to an ascending scale. It would occupy far more time than I would be justified in occupying, even after attention had been called to them, in order to dissect those figures so as to determine their particular applicability to special issues. It seems sufficient, and I hope it will prove to have been sufficient, to adopt the percentage

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method instead. Hardly referring to total trade, I have referred always to its ratio, its progress, its distribution. Again, in considering the question of the possible gains to be derived from doing more business between the Mother Country and the Colonies, I have followed the percentages system as one from my point of view more accurately representing the trend of the distribution of that business between the Mother Country and foreign nations. There has been an increase in the gross total of both, but it is only comparing them thus that we arrive at the view which I was endeavouring to reach.

My argument, as far as I remember it, when our proceedings yesterday closed, related to the possible effect of preferential trade not only upon ourselves, but upon those with whom we do business. If a fair proportion of the 565 millions sterling, which is Britain's vast outlay for imported goods, came to British Colonies, it would tend greatly to increase their wealth and strengthen the British and Colonial navies, and the Empire as a whole. British manufacturers are the greatest consumers of Australian raw produce, and their prosperity means the promotion and development of the Commonwealth, while the success of the foreign manufacturer does not necessarily benefit the Australian producer. In the consideration of this question it should be borne in mind that foreign countries would, if it were possible for them to do so, follow America's example, and shut out from their markets the raw material which we now send them, while by heavy subsidies and other means, they are already ousting British products from our markets. The intensity of the contest for markets on fair terms between nations to-day is but one phase of a contest for influence and authority, for prestige and effective power, which proceeds day by day and year by year with increasing energy. It is a wrestle between rivals for supremacy—a supremacy accompanying the expansion of the successful Power—an expansion which means a corresponding contraction of its competitors, means of resistance, the depression and deprivation of their trade, and perhaps ultimately their absorption or extinction.

There is, of course no complete analogy between the proposals for preferential trade within the Empire and the trade arrangements and conditions of other countries, but then, again, no empire ever existed which really resembles that of Great Britain in its present stages of development. There is, perhaps, some slight analogy in the German Zollverein. This Zollverein was established because the producers of the different German States found that they were suffering from the policy of isolation which each of them then followed. They had erected tariff barriers between their purchasers which prevented them from becoming one people—a nation with a national policy and inseparable destiny. A customs union throughout the Empire was, therefore, brought into existence, and the foundation was thus laid for the present German developments, industrial, social, and Imperial. It is true that the German States all lie together, but this does not in any way impair the principle of Preference or effect of its operation except so far as distances amend it, and these, nowadays, are practically diminishing every decade. As Lord Salisbury pointed out in 1887, the mere separation by sea is no permanent obstacle to commercial unity.* It must never be forgotten that under existing conditions, and while they last, the pur-

* (C. 5091) p. 5.

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chasing power of the British Empire is immense, and the possession of this purchasing power—to which I venture to make one more illusion—is the potent instrument by which we believe justice can be secured to British goods and the goods of British Colonies; that is to say, if the whole of the British Empire were to combine. The want of unity of the different parts of the Empire enables foreign countries to adopt various courses inimical to British interests, individual and collective, that is to say, looking at its dominions individually, or taking them as a whole. If retaliation were in prospect against foreign nations which now refuse to buy our goods on equal terms with those of other nations, the discriminations would gladly treat with the British Empire for the sake of gaining or retaining some part of its immense trade. I do not go anything like so far as to say that they would be brought to their knees, but I do go so far as to say that some of the illustrations which were yesterday put forward of the manner in which our exports are differentiated against in certain markets could not continue. So long as we are content to ignore those differences and not insist upon at least equal treatment for our products, we shall fail to obtain the consideration which much smaller nations with a purchasing power in no way comparable to ours actually have obtained and are obtaining to-day by means of relatively inconsiderable concessions. One instance I think has occurred which will be more familiar to Mr. Asquith and his colleagues than it is to me, in which there was a proposal on the part of France, or a proposal likely to be adopted in France, which would have indirectly affected Indian trade. I think it affected coffee or some similar exports, when a strong remonstrance from the Indian Government, backed up by an indication of possible action on its part brought about an agreement in which, in return for a concession relatively quite of a minor character, this dangerous and threatening proposal was withdrawn. That occurs to me—I think something like that happened—as one illustration of a method of dealing with tariff discriminations, not as if there were no other contingency save acceptance, but in an ordinary business fashion, on familiar business grounds, without stepping outside the field of fair commerce. We are able to do that in many cases. Certainly if I sought for illustrations I could find them plentifully in the experience of other nations where concessions on one side have been balanced by concessions on the other. That is well known.

The power possessed by the British Empire over foreign nations by its possession of a great market—a market to be opened or closed to some extent or any extent—is little realised, but the most casual observer must recognize the strength of the Empire's position, which is certainly enormous, should all its component parts, combining together, use their power to meet the fiscal attacks of foreign nations upon any portion of the Empire. It is a case of all for each and each for all. This has been illustrated to some degree by the retirement of Germany from its position of antagonism towards Canada, which was assumed when Canada granted preference to the British manufacturer. So far as I understand this event, the retreat of Germany took place when it was obvious that behind Canada (to some extent, at all events,) was the world-wide force of the British Empire. Bargaining between Germany and Canada appears to be now in contemplation, and whatever may be the result, it is perfectly certain that far better terms will be obtained by a Dominion or by an Empire which has shown its power to resist and its determination

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to meet discrimination by discrimination. The treatment intended for Canada would be meted out to Australia, if the Commonwealth were to stand alone; its trade and wealth would be ineffective to break down the barriers which foreign countries might choose to erect against its trade; combined with the Empire its position like that of every other portion might be made impregnable.

The moral right of any country to exercise retaliation cannot now be denied, and nearly every country in the world exercises it at the present time. Russia quite recently retaliated against Britain for its tax on bounty sugar by placing on Indian tea an extra duty, which duty remains in force because the Empire has not resisted it. Germany has retaliated against the United States, the United States against Germany, until an arrangement between them appears imminent. An arrangement which, whatever its nature may be, will have been undertaken as between equal contracting parties. The contracting parties are not equal while one of them on some theory of its own accord holds its hands behind its back. All foreign countries adopt the principle of the most favoured nation treatment to those who are willing to offer them concessions, heavier duties being imposed where concessions are not forthcoming. What I wish to suggest by this line of argument is not the adoption of an aggressive commercial policy any more than in other foreign affairs, but merely an indication of a freedom and a willingness to use the powers which each nation possesses in regard to its trade and commerce and the terms on which it admits the goods of other countries. We should not allow these to lie aside like rusty unused weapons, but to hand and be ready for use on occasion, employing them as they have been employed by Germany and the United States and other peoples, in order to secure fair business—no more than fair business. I am not for a moment advocating that because the Empire has a giant's strength it should use it tyrannously like a giant in relation to small foreign communities, or large ones, but merely that its possession of power should carry with it a responsibility for its exercise at need. We should be quite prepared to take whatever steps may be required to free us from obviously unfair competition in other markets, and to secure our people fair competition all round.

If the nature of the whole of the commerce of the Empire be examined, as Sir Edward Law examined that of India, it will be seen that Great Britain has very little to fear from retaliation. Germany may be taken as one example. Last year 61,000,000*l.* of German exports went to British possessions. Could Germany retaliate against Great Britain for any preferential treatment which it may give to British Colonies, and thus put itself in danger of losing its present business, while 23 per cent. of the whole German export trade is carried on with different parts of the British Empire? The United States of America may be cited as another example. Every year the States send Great Britain and its possessions goods to the value of 175,000,000*l.*, while the import of British goods into the United States does not amount to within 100,000,000*l.* of this sum. It is most unlikely that the United States would risk losing so vast a volume of trade amounting as it does to considerably more than half of its own export, in an attempt to penalise Great Britain for exercising the same policy of preference which the United States hold themselves free to adopt in regard to their own possessions, and even to other States with which they make reciprocal treaties.

What may be fairly contended for in the present stage of the

discussion in regard to preferential trade and fiscal retaliation, is the recognition that the principle which these phrases embody, whatever extension may be given to it, is a proper one to apply in the existing condition of the commercial relations of the foreign countries with Great Britain and its possessions. It is not as yet necessary to propound a definite schedule, which must in details be largely a matter of mutual arrangement, differing almost with every country dealt with, and with the same countries at different times, but it may be glanced at to meet the objection, frequently heard, that however right the principle of preferential trade may be in theory, in practice it could not be applied to the Australian States. It is perfectly true that, as the second resolution of the Conference of 1902 indicated, it is not possible for the Commonwealth to abolish its customs duties, or reduce them in the aggregate in any considerable measure. What is possible is discrimination and readjustment in both countries by reciprocal concessions. It is and will remain necessary that at least the present amount of revenue should be obtained in Australia, but this allows ample room within which preference may be given to British imports. In the first place, out of our total import in 1905 of 36,796,346*l.* (excluding specie), 12,621,766*l.* or 34 per cent., were free goods. That is notable in itself. In addition to this imports to the value of 11,000,000*l.* odd were dutiable at 15 per cent. and under so that two thirds of our total imports were in these categories. 15 per cent. with us ranks as a very moderate duty, indeed, in most cases. Of course, rates of duty, as the Chancellor of the Exchequer and all authorities know, vary immensely. 15 per cent. might be extremely heavy on one article, but very light on another, but on many of those articles to which our 15 per cent. applied, speaking generally with the United States and foreign tariffs in mind it may be regarded as relatively a light duty. Our rates of duty, including stimulants and narcotics, to-day only average 16·8 on dutiable merchandise, and 10·8 on all merchandise, whether free or dutiable, taken together. Here are wide margins for concessions.

Now, as regards the modes of preference to British goods, it is obvious that the Commonwealth may proceed either to lower existing duties in favour of Great Britain, or to increase these duties to the foreigner. This latter course has been followed in Canada, New Zealand, and South Africa, and probably in no perceptible degree influences the amount of duties collected. The immediate object of preference in our case would be to exclude foreign goods and to favour British goods. On a more general view, and subject to this, its object is to obtain fair terms abroad where fair terms are granted by us. It is natural, then, that the extent of the preference should be such as to be calculated to accomplish the first of these objects, that is, the cessation of importation of foreign goods, and an increase of present duties would seem to be the best means to achieve this end.

But the increase of existing duties is not the only weapon available. It is also open to the Commonwealth to use its present free list as a means of preference towards the Mother Country. A free list which runs to nearly 34 per cent. of our total imports, affords a wide field for preference, far more extensive than is found in the foreign countries with which we trade. More than half the imports that come in free are from foreign countries. If the Commonwealth were to make British goods alone entitled to a free list, making foreign goods now in this class dutiable for the future at the rate of 10 per cent.,

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there would hardly be any question but that Great Britain would in a very short time acquire almost the whole of the trade in the goods which she produces that are now wholly free in Australia, derived from foreign countries. An increase of local production must, of course, be allowed for where our circumstances are favourable, though the nature of our industries in their relation to the general circumstances of our new and sparsely peopled country modifies the inducements offered in many cases. An inspection of the list of goods not subject to duty in Australia will show that very few of the articles enumerated therein are neither produced nor produceable in Great Britain. The adoption, therefore, of this course would probably be attended by an immediate diversion of trade from foreign goods to British goods, and having regard to the fact that one-third of our tariff, or one-third rather of our imports would be operated upon at once, or such part of that third as Great Britain is capable of producing, this is in itself a very considerable opportunity.

Taking into account also the other section of our tariff, in which the duties are under 25 per cent., it is easy to see that we have by no means as yet put to practical use the opportunities for retaliation which we possess in this direction, for reasons to which I will allude in one moment. The adoption of a similar policy on the part of the Mother Country towards the Commonwealth would certainly bring with it a considerable addition to our trade. I am assured by an authority that a substantial preference to the goods of Great Britain in our markets would result in an increase of British trade with Australia to the extent of, perhaps, 50 per cent. This would be the effect of substantial preferences and substantial preferences are contemplated by the third Resolution of the Conference of 1902. "That with a view to promoting an increase of trade within the "Empire it is desirable that the Colonies should as far as circum- "stances permit give substantial preferential treatment to the pro- "ducts and manufactures of the Mother Country."

The fourth Resolution arrived at in 1902: "That it is desirable "that the preferential treatment accorded by the Colonies to the "products and manufactures of the United Kingdom be also granted "to the products and manufactures of other self-governing Colonies." has already been given effect to in a certain measure; and proposals are now in course of consideration, or are likely to be soon in course of consideration, which would still further extend this very desirable means of interlocking the several self-governing dominions of the Empire. I shall not repeat it, but of course, the whole tenour of the argument I have been endeavouring to maintain applies with equal force to arrangements of this character. Owing to the similarity of our circumstances none of these could have the scope or the value of an arrangement made between any or all of them and the Mother Country if such were possible. But, nevertheless, small as these imperial reciprocities may be, they are useful. It is perhaps not altogether beyond the horizon of the immediate future to forecast a time when, from year to year, or at short periods, some body or committee of experts will review the trade of the Empire as a whole in order to see if fresh opportunities could not be found for directing population and trade, not only from the Mother Country to the dependencies, but between those dominions themselves, in order to knit us together each and all. At all events, that would be a perfectly proper and wise business transaction. Broadly stated, such a prospect may appear to arouse expectations difficult to realise, but so far as

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I am acquainted with the history of our Parliaments of the British Empire, they have existed, and continue to exist, by overcoming difficulties. A reversal of a forward policy, by way of surrender to difficulties of this or any other kind would be fatal. I am sure it is not contemplated by either of the parties in argument on this subject. What we would urge in this connection is our obligation at all times to consistently pursue a close examination of the opportunities for inter-Imperial trade. Even if they cannot be found, or cannot be found in such abundance as we would desire, the time which is spent in seeking for them would be far from wasted, and would be greatly appreciated by those whom it was desired to help. I cannot see that any people held together by the many ties which have constituted us the nation we are to-day can lose. It appears to us that there are many directions in which it could gain by a recognition of the high value of the growth of a sense of corporate unity, the growth of a sense of mutual dependence between British peoples, coupled with a recognition of the difference, and sometimes of a great difference, between the demands which may be made upon each of our dominions and the Mother Country between themselves, and those made upon us by foreign countries. There are communities whose strength may at times appear to be intended to become a menace to the whole or parts of this Empire, and surely it cannot be maintained that a trade with them which is one half to their advantage, to which they are parties, and of which they therefore share the advantage, is comparable from a national point of view to the trade with those of your own flesh and blood, under your own flag, with whom it is your interest in the face of such rivals to strengthen yourself by every possible means in your power.

Repeating for the last time that the Commonwealth postulates your absolute independence in the judgment you are to exercise, and adding that we are not pleading for something which is to involve sacrifices, but for a co-operation which is to be mutually beneficial —repeating that for the last time—surely the endeavour to look at this question from what I have termed a corporate point of view, and the endeavour to secure corporate action, can be productive of nothing but good. This would be the best possible means of bringing about a better understanding between us all, of removing uneasy apprehensions that we are neglecting valuable means of union, and of assuring us that if we do fail to find and use a path we can tread together it has not been for want of research or from want of consideration, or from want of the wish and will to take every step in our power making for the cohesion of the peoples now linked together, by what we hope are imperishable ties to which we would be glad to add, so long as it shall be in our power.

What may be termed the British view of British possibilities or of the condition and cost of any reciprocity, is not for me to discuss or even speculate upon. What I have attempted in brief has been the presentation of the Australian case from an Australian point of view, so far as it appears desirable to urge it upon this Conference. The policy is large, and the principle of that policy applies not only to trade and commerce, but is capable, as already suggested of indefinite expansion. It might be discussed from many other standpoints, but I have been able, under the circumstances of personal pressure under which we are all conducting these discussions, to touch only those which appear to me pertinent here and

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now. The resolutions which have been submitted by the Commonwealth embody in very slightly different form those adopted in 1902, making them, as we consider, a little more explicit and comprehensive, but in no way departing from the principle then adopted.

It now remains for me, in response to a suggestion of the Chancellor of the Exchequer yesterday, to say a word or two in regard to the particular measure of preference which is included in this paper Colonial Preferential Tariffs.* No such scheme of preference as I have been foreshadowing or discussing has as yet been formulated in Australia. The earlier years of our Federation—we are now in our seventh year of existence as one Commonwealth—have been filled with discussions of great difficulty and of absorbing interest, accompanied by not a few exciting changes and unexpected incidents of a Parliamentary character. Public opinion in our country still retains certain divisions, natural or artificial, which have to be surmounted before our efforts can be focussed in a national direction, but when you take into account the vast distances which separate us, it is no ground for surprise that in the seventh year of our existence as one community we have not even yet entirely surmounted these Provincial divergencies which have existed, often in a very acute form, for the last thirty or forty years. The evidence of the last two general elections of the Commonwealth proves that we are moving steadily towards such a preference or such preferences as I have referred to, but we have not yet propounded a complete scheme of any of these on either basis; that is to say, neither as a one-sided preference tendered by ourselves, nor still less of the possibilities of a preference balanced by concessions from you. Our hope of an early reciprocity from the Mother Country has never been strong enough to encourage such a thorough study of possible tariff changes as would be necessary in drawing up proposals for a complete scheme. We have not even framed a finished plan for any preference, except in regard to New Zealand and South Africa. We made a beginning with these under very special circumstances.

Last year a Reciprocity Treaty was drawn up by the late Mr. Seddon, my colleague, Sir William Lyne, our Minister of Trade and Commerce, and myself, which required, among other alterations, increases of duties upon certain classes of imports from this country. To balance these increases as well as was possible at that time in our Session, we accompanied this proposal in respect to New Zealand with an instalment of preferential trade to you. It was explained at the time by me, when introducing it, to be an instalment only. It was not to be confounded with proposals for preferential trade even of an unilateral character which it was part of our policy to submit. The present Bill included merely that portion of our preference scheme which was pertinent at that time, which we could fairly ask Parliament to accept, although it was approaching not only the close of its Session under a great burden of work, but also approaching the close of the Parliament, and preluding an immediate appeal to the people. Neither the time of the Session nor the circumstances in which our Parliament then stood would have permitted us to launch a complete preferential scheme, even unilateral. As it was, this minor subsidiary proposal attached to the New Zealand Treaty was only put through in the last hours of the Session, and we were obliged under those circumstances to accept it.

* *See* No. XXI. [Cd. 3524] Papers laid before the Conference.

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We were not only obliged to retain our own proposals in regard to British ships which we had proposed to remove from the Bill, when the Imperial Government unexpectedly pointed out to us that they involved a breach of treaty relations—we had to allow those to remain in spite of ourselves after that admonition, because one of our Chambers refused our request to withdraw that portion of the measure—but there was also another condition made in connection with white labour, which appeared to us and appears to us to be anomalous and out of place.

Mr. ASQUITH: That governs the whole, does it not?

Mr. DEAKIN: In what sense?

Mr. ASQUITH: The proposal only applies in so far as it is preferential to British goods, to British goods which are imported in British ships manned by white labour. That governs the whole?

Mr. DEAKIN: Yes. The proposal as to British ships was inserted in good faith without any suspicion that any treaties by which we were bound—and I am reserving that subject for further special consideration—would prevent its adoption. We would not have asked to withdraw our own proposal unless we had been moved thereto by a communication from the Imperial Government. Then, in regard to the condition as to white labour which was inserted, I think by a single vote, I pointed out at the time the impracticability of applying that restriction to this very limited proposal for preference; that it would be almost impossible to administer it, and asked the House to remove it; but in the last days and last hours of the Session, in circumstances with which all members are familiar, it became a question of taking the Bill as it stood—and even to get it to that stage had involved some fierce political fighting—or to abandon it altogether. We chose to retain the Bill. But it has to be remembered that the addition as to the white labour is not ours, that the requirement as to British shipping was introduced in good faith, and was an intentional limitation, it is true, but one which we adopted and approved, and still approve, because it appears to us another form of preference affecting British trade and fostering British shipping.

Sir WILFRID LAURIER: What do you mean by saying that this addition of the white labour was not "ours."?

Mr. DEAKIN: Was not that of the Government.

Mr. ASQUITH: It was that of the Legislature.

Mr. DEAKIN: It was that of the Legislature, but not of the Government, and it was that of the Legislature in the last days of the Session when time did not permit of its full consideration. In fact, the circumstances under which it passed, as I have said, not only at the close of the Session, but at the close of the Parliament, united to make it impossible for us to prolong our sittings with a view to its reversal, because, owing to the great distances that separate us, members were already leaving for their constituencies some 1,500 or 2,000 miles away. The House was therefore, in view of the General Elections, so to speak, disappearing by degrees, and there was not the possibility that would ordinarily have existed of obtaining the necessary time to reconsider it. The Government had no choice, as I have said, except either to lose the Bill or take it in its present form; we took the Bill under those special circumstances, but that measure

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will be entirely misunderstood if it be supposed that it expresses either the intention of the Government, or even, I will venture to say, the deliberate will of Parliament. Another reason why there was the less objection to the unusual course which we followed is that the new Parliament, which has since been returned and whose sittings have been a little postponed in consequence of this Conference, directly it meets will consider the revision of the whole of our customs tariff. In that revision of our customs tariff an excellent opportunity for reconsidering our position will occur, not only in regard to that Bill, but our position generally towards preferential trade from the Australian point of view. As soon as my colleague and I return, it will be our duty to lay before Parliament the proposals of the Ministry for an Australian tariff. One of the chief advantages of our presence here, and cause of our interest in this discussion, is because we could give almost immediate effect to any alteration that may be desired in our fiscal system. In Australia we are never very long without fiscal amendments of some character, but this is a major alteration implying a re-examination of the whole of our customs schedule. We shall have an opportunity, such as but rarely occurs, of reconsidering these questions and of dealing with them afresh. This is not the place, of course, to outline our Ministerial policy, except to say that it involves a reconsideration of this Bill. It was because it appeared to us best, both in order to bring the question vividly before the minds of the electors who were then about to be appealed to, and because it was the fairest indication of our own views of the matter, to accept that measure as it stood rather than consent to see it go with the "slaughtered innocents," that it was allowed to pass in its present form. It stands therefore as an adumbration or indication of what we are aiming at. It was never more than an instalment. It was never our proposal for preferential trade with Great Britain. It was simply one of those practical means of taking what you can get when you cannot get all you want, which have to be adopted continually in constitutionally governed countries. We thought it fair, we thought it necessary, when bringing forward the New Zealand Treaty, to give this slice of the preferential proposals affecting Great Britain, which we would have submitted completely if time had permitted, and quite independently of that Treaty. As it was they had to be dealt with together. The House had before it the changes for the benefit of New Zealand, proposed to be made in our customs tariff, coupled with certain changes which we believed would balance those changes, and more than balance them for your benefit. The one cause and conditioned the other.

It is hardly necessary to remind the Conference that preferences may be of all kinds, degrees, and extents. They vary and will vary from time to time between the same parties, and even more greatly between them and other parties. The customs tariff which we shall submit will be framed on the same principle I have been enunciating here. Our first consideration will be that of the circumstances of Australia and its demands. The next will be the possibility of giving a preference and therefore entering into closer commercial relations with the Mother Country and our Sister Dominions. The third will be how far and in what degree it shall apply to foreign countries who single us out for special disabilities.

The larger trade exchange with the Mother Country towards which we look, ample in its proportions and immense in its possibilities, will be constantly before us, but the extent to which we can approach

a complete mutual exchange will, of course, be governed by the attitude which is adopted here towards our proposals. I think I can fairly say that any encouragement we may receive will be met, not in a spirit of barter but with a desire to prove our appreciation of it and of our family relations.

Mr. ASQUITH : The arrangement with New Zealand did not go through?

Mr. DEAKIN : It did not.

Mr. ASQUITH : What caused it not to go through ?

Mr. DEAKIN : Because it was laid aside in the New Zealand Parliament.

Mr. ASQUITH : They would not have it ?

Mr. DEAKIN : No. You will remember the circumstances which in part account for that. The treaty was made by Mr. Seddon during the absence of the present Prime Minister of New Zealand in the Mother Country. Mr. Seddon's death unfortunately followed a few days after the final signing of that treaty. Consequently when Sir Joseph Ward returned and reformed his administration, he reformed his policy, for reasons of which he is the best judge and of which we do not complain, deciding that in the interests of New Zealand the treaty should not be given effect to.

Mr. ASQUITH : And the Legislature took his view ?

Mr. DEAKIN : The Legislature took his view, and that treaty was not adopted. But the probabilities of some substituted arrangements are, I may say, present to my friend, Sir Joseph Ward, as they are to myself, and are among the measures now in contemplation. I may also say that, vexatious as the loss of that treaty was, and vexatious, if not more vexatious, as was the clipped condition in which our Bill passed—whether it be owing to our youthfulness or our inexperience—we take these reverses without great discouragement. We believe that a current of public opinion is setting in the direction of reciprocity, and that as we proceed it will take the same course more strongly. I am confident that it will be quite possible to make another treaty with New Zealand, which, however modest its proportions may be, if they are not quite on the scale that Mr. Seddon and myself hoped, will yet be advantageous. I am equally confident that we shall be able to put the Bill now in suspense in such a shape that it will prove acceptable to our Parliament and people. We meet these reverses and disappointments if not more frequently than larger Parliaments, bearing them more lightly. We face them more cheerfully, because our methods of politics permit us to face the same questions again in a comparatively short time. If we do not succeed this year we will next. A project in our country is rarely crowded out. Our hands are freer. I merely mention this as a reason why we do not regard this situation as seriously as such circumstances in this country would be regarded. A lost opportunity here does not perhaps recur again for years, but with us it may recur in a few months, or it is a rather unusual delay if it does not happen the next year.

The papers before you show we have accomplished with South Africa what we hope to accomplish with New Zealand and Canada, and then we shall so far have completed our chain of relations.

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Generally, may I say that whatever is possible in the way of preference within the Empire we hope to achieve.

For the last time, I repeat our realisation that preference begins as a business operation to be conducted for business ends. That is the preliminary of it all. We firmly believe that the very best possible business open to us is that which builds up this Empire and maintains its independence, securing its political and social heritages of freedom and culture, and enlarging its beneficial influence. To us it seems certain that these great ends can only be accomplished by joint action and effective action, which shall embrace the centre and all its parts. We live in the hope that we shall be economically, industrially, and productively raised to the highest power of which each portion, and therefore of the Empire as a whole, is capable. We wish to see British people of British stock as far as possible kept to our own vast territories, living under civilised conditions enabling them to multiply prosper, and advance. Such conditions, we believe, can be found to the same degree nowhere else in the world. We hope that our preferences will affect population as well as trade, and that in the diffusion of population the outer parts of the Empire will get the full advantage of it, so far as it can be controlled without impairing individual freedom. Preferential trade appeals to us as a potent influence to aid this growth.

I have already said that we do not limit this principle to trade, but also apply it to the channels of trade. Whatever treaties may now hamper our movements, and we are encouraged by the recent Navigation Conference to hope that under your colleague, and with his help, we shall see encouragement given to British shipping as compared with foreign shipping until all its troubles that we can remove are removed, placing it, if possible, in a more unassailable position than it occupies to-day. That with us is associated with preferential trade as an integral part of the policy. While we maintain our shipping we have one of the very strongest, if not the strongest, means of maintaining our over-sea trade. In the same way, with regard to cable communications, to which I have already alluded, and with regard to many other matters upon which it would be inappropriate to touch, they are of a diffeernt character but with the same aim. When we speak of preferences in trade, our interest and enthusiasm are not devoted only to trade as the most important of its practical agencies. We include every means of co-operation within the Empire—shipping, cables, Suez canal charges, freights, emigration, conferences making for national unity and power. Every kind of co-operation is good as far as it is genuine without soreness or unrequited sacrifice on either side, and establishing the permanence of our trade and other relations. We think that each of those means would help the other, and that united they would form a very powerful series of links uniting the extremities with the centre. All of these are sustained by the sentiment of unity in which we begin and end—the inexpressibly valuable inspiration, allied to the deepest forces within us, upon whose propelling power this nation, this Empire depends and must always depend, and which will decide its destiny.

As I have occupied a considerable time in dealing with the Australian view, perhaps my colleague, in whose special department trade lies, might be allowed to speak at a later stage when other mem-

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bers have addressed the Conference, so that Australia may not monopolise too much time.

CHAIRMAN: Would you prefer that, Sir William?

Sir WILLIAM LYNE: Yes, I would prefer that.

Mr. DEAKIN: I will hand in, as an illustration of my argument as to our opportunities of preferential trade with the Mother Country, two tables, analysing a year's imports. The first is headed "Produce other than wool which Australia could supply," and shows that we supply 10,000,000*l.*, British Possessions 41,000,000*l.*, and foreign countries 159,000,000*l.*, total 211,000,000*l.* The other shows "A year's imports into the United Kingdom of dairy produce, grain, and hay" produced in Australia and other British Possessions, and imported into Great Britain. The total is 38,000,000*l.*, of which only 1¾ millions come from Australia, and only 7,000,000*l.* more from the other British Possessions.

The tables handed in are as follows:—

A YEAR'S IMPORTS INTO THE UNITED KINGDOM OF PRODUCE OTHER THAN WOOL WHICH AUSTRALIA COULD SUPPLY.
1905.

—	From Australia.	From Other British Possessions.	From Foreign Countries.	Total Imports.
	£	£	£	£
Butter	2,307,835	2,905,382	16,373,405	21,586,622
Cheese		5,007,516	1,332,295	6,339,811
Flour and wheat	4,291,027	11,110,194	25,923,555	41,324,776
Other grain	8,585	5,031,260	23,790,922	28,830,767
Eggs and poultry		173,543	7,638,483	7,812,026
Flax		16,400	3,213,742	3,230,142
Fruit	240,506	1,395,604	8,958,470	10,594,580
Skins and hides	693,274	2,569,119	6,774,721	10,037,114
Lard		630,425	3,062,148	3,692,573
Leather	265,786	2,492,349	4,985,540	7,743,675
*Meat	1,635,160	7,222,842	29,514,113	38,372,115
Olive oil	145,859	1,554,626	1,300,751	3,001,236
Sugar		1,264,026	25,503,029	26,767,055
Milk (condensed)		343	62,299	62,642
Tallow	768,996	458,633	1,141,757	2,369,386
Honey		17,442	17,321	34,763
	10,357,028	41,849,704	159,592,551	211,799,283
Wool	10,768,050	9,051,196	4,002,579	23,821,825

* For details, see next page.

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—	From Australia.	From Other British Possessions.	From Foreign Countries.	Total Imports.
	£	£	£	£
Butter	2,307,836	2,905,382	16,373,405	21,586,623
Cheese	.....	5,007,516	1,332,295	6,339,811
Flour and wheat	4,291,027	11,110,194	25,923,555	41,324,776
Maize, oats, barley and other grain	8,585	5,031,260	23,790,922	28,830,767
Meat :—				
Bacon		2,755,149	10,019,706	12,774,855
Fresh beef	30,748	217,738	8,683,107	8,931,593
Salted beef		8,414	199,893	202,307
Hams		698,471	2,419,901	3,118,372
Fresh mutton	988,049	3,164,712	3,183,729	7,336,490
Fresh pork	10,837	14,124	1,137,409	1,162,370
Salted pork		16,226	236,380	252,606
Rabbits	485,935	82,406	267,498	835,929
Preserved meat	223,086	220,339	2,203,770	2,647,195
Unenumerated	12,059	44,913	1,168,720	1,225,692
	1,750,714	7,222,582	29,514,113	38,487,409
Living animals :—				
Oxen	.....	2,488,701	7,129,293	9,617,994
Cows and calves	.....	27,966	19,846	47,812
Sheep and lambs	.....	45,580	233,173	278,753

Sir JOSEPH WARD : Lord Elgin and Gentlemen,—I think we have been all very much interested in the very full and very able speech delivered by my friend Mr. Deakin. He has placed an immense amount of matter before the Conference which I feel sure will be read with the deepest interest by the people of Australia whom he represents. I am equally certain that it will be read by the people in the Colony that I have the honour to represent. We are approaching this matter from a similar standpoint, and we are anxious to bring about that which Mr. Deakin has at length placed before the Conference. I feel justified in saying that in view of the important details that Mr. Deakin has in many respects furnished, it will very appreciably save my time in placing some other aspects of this important matter before the Conference. I feel, however, that the historical occasion should not be allowed to pass by without saying something from the standpoint of the important Colony that I have come here specially to represent. I would like briefly to state what the attitude of New Zealand in connection with preferential trade is. We come here with an honest desire to place our position before the British Government, and the British people through the British Government, in the hope that if they see proper to return the preference which we have already on some articles given we should be only too glad in that respect to extend the system and have them added to on a mutual basis. I should like so much to say that if this comparatively new question as between the Motherland and the Colonies could be by all parties in all our countries taken out of the arena of party politics, a solution

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of it would be reached, I think, at a very much earlier period. I do not profess for a moment, and would not presume, under any circumstances, to enter into the sides of the internal political policy of England. The point that confronts us in New Zealand to some extent draws us into the political question, whether we like it or not. That we cannot help. I want to make it clear in prefacing the observations I propose to make that New Zealand is most anxious to be kept out of what one might call the hurly-burly of local political warefare, either in the Old Country or in any other portion of the Empire, but it wants to work for bringing about a stronger and better condition of the Empire itself. While on this point, I should like to say that it is very much to be regretted that the question of preference is mixed up with that of Protection. It appears to me that there is such a distinct line of demarcation between the two, that it is worth while for a moment to place my own view upon record as to the great importance of the distinction. I should like to say that if I were a public man resident in England, and with the general knowledge of economic conditions that I possess at the moment, I should be found on the side of those who are fighting for cheap food for the masses of the people. I believe that anything in the way of preference that the Colonies might suggest, if it were calculated to raise the price of food to the masses of the people, ought to be opposed, and rightly so, by the British people. For my own part, if I thought that what New Zealand was urging in that respect was likely to bring about an increase in price of the foodstuffs to the masses of the people of England, speaking as a New Zealander, I would not urge it upon the consideration of the Conference, and I would not urge it upon the attention of the people of New Zealand : but it is because I believe that, with a system of preference on certain articles between Britain and her Colonies, such a condition of increasing the price of food would not arise, that I am an ardent supporter of a preferential system between the Old Country and the newer ones. New Zealand is in the position as our great coadjutor in Canada is, of having put a preferential and reciprocal Trade Act upon the Statute-book. It came into operation on the 16th November, 1903, and though Great Britain could not under its fiscal system offer anything in return to us for mutual preference, we readily and, I think, rightly, gave preference to Great Britain under that tariff. From one of the Returns placed before us by the officers connected with the Colonial Office, I will just enumerate what that preferential tariff provides for. "Goods enumerated in the First Sche-"dule to the Act pay double the ordinary duty when of foreign pro-"duction." I may say that cement is the only article which is referred to in the schedule. "Under the Second Schedule, foreign "goods pay the ordinary duty plus one-half. Among the important "articles included in this Schedule are boots and shoes, fancy goods "and toys, hardware, hollow ware and iron nails, ironmongery, iron "pipes and fittings, pianos, earthenware and glassware. Under the "Third Schedule, foreign goods pay a 20 per cent *ad valorem* duty "on certain articles formerly on the free list, whilst British goods "are admitted free of duty as heretofore." There is a handicap there of 20 per cent against foreign goods which come into New Zealand without any duty, against British goods. "The chief classes of goods "included in this Schedule are iron (plain black sheet, rod, bolt, bar "and plate) rails for railways and tramways, and printing paper," and the Schedule attached to it shows that since that tariff has been

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in operation, giving a preference of duty to England as against foreign countries, there has been a very considerable increase in the importation to New Zealand from England on some of the lines, and a diminution from foreign countries.

Mr. LLOYD GEORGE: What has been the effect upon our purchases from New Zealand?

Sir JOSEPH WARD: I am going to refer to that a little later.

Mr. ASQUITH: Do you say there is a diminution upon the imports from foreign countries to New Zealand?

Sir JOSEPH WARD: There are six classes in the return in which there has been an increase from England.

Mr. ASQUITH: I thought your statement was that on the whole there had been an increase.

Sir JOSEPH WARD: I did not say that.

Mr. ASQUITH: And a diminution from foreign countries.

Sir JOSEPH WARD: No, I did not say that. I said that in six classes there had been an increase under this tariff.

Mr. ASQUITH: I thought you meant on the whole.

Sir JOSEPH WARD: No, I did not say that. I propose to refer to the point of the decrease of the trade in British products to Australia and New Zealand presently. I want to say that the result of a preference to British goods imported into New Zealand, from information furnished to the Government Department in New Zealand, has not brought about an increase in the price of those articles to the consumers in New Zealand. On the contrary, the increased opportunity for competition between British traders by having a preference, by putting a duty against foreign countries, has kept the price of those articles down. That is one of the points in connection with preference as against the general system of Protection that I specially want to keep before myself, and before others, in considering this question of the tariff. New Zealand has also extended a preference tariff to Canada, and Canada has done the same to New Zealand. New Zealand has also entered into a preference tariff treaty with South Africa, and South Africa with New Zealand. So we are in the position at the moment of having fully 19 to 20 per cent against foreign countries in favour of Great Britain. We have entered into a reciprocal treaty with South Africa and a reciprocal arrangement with Canada by which we each make a concession upon our respective tariffs. I refer to this in order to show we are in earnest in our desire to bring about mutuality of trade within different portions of the British Empire.

In reference to this question of the trade to the Colonies, I want specially to refer to an aspect of it which I think is disconcerting, that is the trade from the United Kingdom to Australia and New Zealand. The Returns supplied to the Conference give the average between the years 1899 to 1901 as against 1904 to 1906. There is a very remarkable feature about it in my mind; it is headed "Relative Importance of British Colonies and Foreign Countries as Consumers of United Kingdom Produce."

Mr. ASQUITH: It seems a rather useful table.

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Sir JOSEPH WARD: Yes, it is. I am reading from page 3.* It will be seen there that the only countries where the products of the United Kingdom have been exported to, the only countries in which there has been a diminution of trade are the Australian Commonwealth and New Zealand in the respective periods of three years in each case—to the extent of 610,000*l.*—and a diminution of 2,041,000*l.* to Russia. I make no comment about Russia because I am not for the purposes of my argument concerned with that, and the extraordinary and unusual circumstances which have transpired there doubtless are responsible to some extent for that diminution, but the fact remains that those two countries are the only places to which the exportation of products from England have decreased. In the case of British India and Ceylon, there is an increase of 10,000,000*l.*; Germany, 3,600,000*l.*; United States, 5,200,000*l.*; France, 53,000*l.*; British South Africa (Cape and Natal), 2,624,000*l.*; Argentine, 7,700,000*l.*; British North America (Canada and Newfoundland), 4,600,000*l.*; China, 4,900,000*l.*; Belgium, 644,000; Netherlands, 15,000*l.*; Italy, 1,600,000*l.*; Japan, 459,000*l.*; Scandinavia, 390,000*l.*; and Egypt, 2,561,000*l.* What is the cause of the diminution of trade from Britain to Australia and New Zealand? My answer is it has gone to other countries, and England under preference ought to have the lot.

In connection with this I want to direct attention to what I regard as a matter of some consequence from the standpoint of the possibility of bringing into operation an improved condition of trade between Britain and her dependencies. It will be assented to that the age of Australia and New Zealand is comparatively young; they are almost in their infancy by comparison at least with some of the older countries. That, together with their population, are elements in arriving at the possibility of the development of the future by comparison with what it is to-day, that ought at least to give us some matter for consideration as to how we should shape our policy in order to improve the general condition of affairs. To-day, according to the Return furnished by the Colonial Office, the third greatest purchasing customers for the outward products of the United Kingdom are Australia and New Zealand. According to the return, the trade to Australia and New Zealand is 24,896,000*l.* per annum, and British India and Ceylon is not twice that; it is 44,000,000*l.* Germany is only 29,478,000*l.*, whilst the population of Australia and New Zealand at the last census was under 5,000,000—about 4,800,000—the population of Germany is some 60,000,000, and the population of India is 239,000,000. I allude to the population of India from the fact that it is a portion of the British Empire, though I am quite aware there are different races there, and that is an element that requires some amount of analysing before placing it in the same category as Germany, if you like. But here is a feature, that looking to the future development of these Colonies, I cannot dispel from my own mind as being of very vital consequence from the standpoint that I regard it from. The trade of the Australian Commonwealth and New Zealand last year was: Australia upwards of 110,000,000*l.*, and New Zealand over 30,000,000*l.* You can put down roughly that the combined trade to and from those countries as from 140,000,000*l.* to 150,000,000*l.* They are in their infancy. There are under five millions of people there, against sixty millions in Germany and two hundred and thirty nine million in India. To-day they are the third largest importers from the old country. To-day the trade of Australia

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and New Zealand is under 5,000,000*l.* less from Great Britain than the trade of Germany is. To-day Germany has sixty millions of people as against under five millions of people in our country; she has twelve times the population, and her age as a trading country with England, compared to that of Australia and New Zealand, runs into centuries, as against New South Wales, which only held its centenary ten or twelve years ago, and New Zealand, which is still well under the century. England's outward trade to Australia and New Zealand is greater than it is to America. The important fact remains that these two great and growing self-governing British Colonies belonging to the Old Country at this early period of their history have got to be in the position of the third largest purchasers of the products of the United Kingdom. They are in that position to-day in their very infancy, and with a comparative handful of people existing there I feel that as an element in connection with the line of argument I am submitting to this Conference, as one calling, from either an Imperial standpoint or, if you like, from a business standpoint, for at least the generous recognition and generous consideration of the powerful Mother Country. Our trade relationships are so material to each other. Our attachment and destiny are on mutual lines, and we should try and shape a policy which we believe to be safe and beneficial for ourselves.

I do not want to take up the time of this Conference by giving a number of figures for the purpose of impressing upon them the view that New Zealand takes of this proposal to have preferential trade, and, indeed, it would be unnecessary for me to do so in view of the very full and valuable information furnished by Mr. Deakin regarding this important matter. A point that I want to impress upon the Conference is that in another twenty years from now, which is a very short period in the history of Australia and New Zealand, if they go on at anything like the proportionate increase of trade that has characterised their development up to now, they will be amongst the most important of the traders with the Old World. I want to make this point as I am passing, that I honestly believe that some of the great foreign Powers—Germany, France, and Italy—if they have not reached their purchasing limit, have very nearly reached it, and I will give my reasons for it. Unlike Canada, Australia, or New Zealand, those countries having populations fully as great as they can reasonably carry, fix for their teeming millions, within their own borders a policy of industrial development and constructional development in the way of industries that means the employment of their own people for the producing of what they require for themselves. And as the outcome of the thick population within their territories they will be bound to find employment for their own people in regard to the manufacture of goods and raising of products their own people require. In proportion to the development that will go on in these great self-governing Colonies with their limitless tracts of land still available, especially in Canada, Australia, and New Zealand, for people to settle upon, reaffirm that the possibility of the development of trade from Great Britain to the old Continental countries, if it has not reached its limit, will be very small as compared with the enormous development of trade that will go on in these growing self-governing possessions.

That being so, what I am anxious to put before the Conference is—though I know we can only go forward slowly, and a great question such as this must, in its ordinary cause, take time to be matured

—how anxious all of us are to see our ideas put into operation at as soon a date as possible. What I want to try to impress upon this Conference is the difference between preference between Great Britain and the Colonies and what is known as Protection. I draw the distinction for this reason; I take a typical case. You may have an importation of meat, if you like, or dairy produce. You may take Russia and America as cases in point who may be sending large quantities of these articles to England at the moment. If you were to put a duty against America and Russia upon a special article and give the opportunity to Canada, Australia, New Zealand, and South Africa, to send that same article to England, I am as persuaded in my own mind as I am alive that the price would be as low by the competition and natural rivalry between Canada, Australia, New Zealand, and South Africa, as it would have been by allowing that product to come in from Russia or America. It is because I believe that, that I urge upon the consideration of this Conference the desirability of drawing a line between the complex, difficult and certainly controversial matter of Protection, in a great country such as England is, and preference upon certain articles from our own countries as against the same articles from foreign countries. It is a very important matter from the standpoint from which we regard it, and I would earnestly like to impress it upon the Conference.

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Again, we are all proud and delighted to know that recent developments in South Africa have brought it within the possible range of being a great Confederacy before very long. South Africa in times of peace and with a settlement policy going on in the interior, as must take place, they will not devote themselves entirely to the production of ores from their mines. They are bound to have a land settlement policy in parts of the country. It is only a question of time when we will have South Africa, to some extent, joining with these other British countries in having an excess of exports to send to the Old Country from the products of its soil. The position today is this—and in our country we feel it—we recognise that the Imperial statesmen who are responsible from time to time for the government of Great Britain have far-reaching responsibility—far wider than any of us have. We know from time to time the requirements of Britain necessitate treaties between Great Britain and some of the powerful nations with whom she is working side by side. But here is a factor which concerns us. The foreign countries, I think without exception, have got a high, almost prohibitive, tariff against the natural products of our countries, with the knowledge of the fact that England does not require to send them a single parcel of her products from the soil of England at all. On account of our adhesion—proudly so—to the Empire, to England, we find that British people, to the extent of 90 per cent, settle in our countries, working in season and out of season, making homes for themselves and their families, helping to concrete our country into a solid portion of the Empire, and helping and adding to the power and prestige of Great Britain itself, and if they wanted to send their exports out of New Zealand and trade with these other countries they find they are barred by a high wall of protection against their natural products. Germany is a case in point, France another, Italy another, America another. The tariff against us is of the character that, unless in an odd case where they want something from our colony for the purpose of assisting in their manufactures, they take comparatively nothing from us, and their greatest market is England. The in-

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crease of the trade to Germany referred to during the course of Mr. Deakin's able speech yesterday by Mr. Asquith, will be found largely to apply to wool from Australia and also from New Zealand.

I want to tell this Conference what has taken place—and I refer specially to the products of Australia and New Zealand—within the knowledge of the commercial world in recent times. The Germans, with a comprehensiveness and with a method that calls for the admiration of all of us, subsidise very magnificent steamers, from which they leave no point of equipment out, in order to attract all classes of people to travel by those steamers from the Old World to the newer world across the ocean. Their courtesy, their attention, their general aim in getting into this trade, and rightly so from their point of view, is recognised by the whole of us. The outcome of these huge subventions to their steamers in recent times has been to shift from London—which for years and years was the emporium to which Australians and New Zealanders sent their wool for the Continent for disposition by the London merchants—a large proportion of the trade now passes London direct to the Continent. Those powerful commercial rivals of England and her dependencies, the Germans, who formerly bought through the London merchants, now ship the wool to Germany direct from Australia and New Zealand. I think it is right for the Germans to save all they can in the way of double handling. I think it is a good thing for our commerce to save anything it can in the way of transhipping and double freigtage or double handling, but the fact does remain that that is the aspect which to some extent shows that upon some matters we are doing trade with those who are highly protected against us, which formerly we did with them, no doubt, but it filtered through London and through England. I allude to this only to finish this important part of the argument. At one time there was a general belief, certainly in the minds of many people who were studying the developments and changes and alterations in trade ramifications throughout the world, and a number of us used to labour under the happy delusion that trade followed the flag. We know from actual experience in recent years that it is a delusion. It does not follow the flag, except conditionally. Trade follows the ship, and if the British ship with the British flag is pioneer in a particular trade, or if the British ship with the British flag is trading side by side with the ship of any other country under another flag, and it is trading on equal conditions, the British will probably get a fuller proportion of the trade from those countries. It is a theoretical, fanciful, and misleading idea which used to exist, that if you find a flag on the top of a ship the commercial would will tip everything into that ship for the mere purpose of doing so. Nothing of the kind. Trade will follow the ship. The trade in the British Possessions will follow our flag as a matter of preference and the Germans notably give their own ships a preference, and we all want to see our British merchants give our British ships a preference. The Germans have recognised to a greater extent—I say it without any depreciation of the British shipowners and merchants—than we have the power and usefulness of a ship getting into waters by the subventions they are giving to them to enable them to compete against our ships, and they draw a certain amount of trade from the countries to which they go. What do they get for it? Merchants in any part of the world as a matter of business want to save all the money they can in order to enable them to compete with their rivals, and a merchant says: "If I can ship my wool to Germany, and get

"certain things back, I save the rate of exchange which I should "have to pay if I had to remit the cost of the purchase of those goods "to Germany." The moment you get into the position of interchange of trade between those self-governing Colonies, which are extending to an enormous extent, and put them in the position of feeling and finding that they are being handicapped in their own Empire in the matter of trade, you drive them as a matter of necessity to other countries in the same line of business, and by degrees you find a diversion of trade which would be useful and valuable to the Old Country and useful to us—a diversion which we ought by every means in our power to try and avoid. Ninth Day. 1st May, 1907. Preferential Trade. (Sir Joseph Ward.)

Mr. DEAKIN: Sometimes a British flag flies over a ship because it is owned by a company registered in Great Britain, although its capital and control are absolutely foreign.

Sir JOSEPH WARD: That is so. I do not want at the moment to go into that aspect of the question.

Sir WILLIAM LYNE: The White Star Line.

Mr. LLOYD GEORGE: It is not the case with the White Star Line.

Sir JOSEPH WARD: I do not want at present to go into that aspect of the question. We have now a great opportunity of meeting at this Conference three responsible Ministers of Great Britain in the British Government. Anxious as we are, I am certain, to do all in our power to develop the best interests of the old land and help in the development of the newer one, the way in which it should be done is a matter upon which there may be difference of opinion, but I believe the desire of the whole of us is to achieve the same end, and it is by interchange of opinion on some matters of this character that we may be able to help each other to arrive at a practical solution, and it is that and that alone that I am anxious to bring before the Conference.

I am desirous of saying a few words about another question which has a very strong bearing upon the development of the trade of Great Britain with her Colonies. If you, Lord Elgin, went out to New Zealand to-day, and went into any town there you would find a representative of every important country in the word except Great Britain there. I am not talking of the Governors who so ably represent the British Government, especially on the diplomatic side, and upon matters concerning the carrying on of the Government of the self-governing country in relation to the old land, but I say if you go to New Zealand and to Australia—and no doubt the same remark applies to Canada, though I do not know it from my own experience—you will find all over the country in every large town in New Zealand that there is a Consul or Vice-Consul specially selected. You will find that those Consuls are full of valuable information on all important matters, and especially regarding trade. That they are ready to furnish that information to every person coming from their country. They help their Governments and their merchants by the dissemination of information, mail after mail, year in and year out, upon all aspects of trade, whether it be from Britain to our Colonies, or from our Colonies to Britain. They help the trader in our Colony to get any information he wants upon any aspect of that trade within the foreign territory. You cannot find a single representative of Great Britain in any of these self-governing British countries, so far

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as I know, to whom any person desiring to do trade with your manufacturers, or with your producers, or with your professional men, in the Old Country can go. I say that is a great blot on the system of the present commercial development and the present commercial position, and it is a great want which will be more felt in the future, when help is wanted, to extend and develop our commercial relationships with one anoth .. The importance of it, from the point of view of a visitor to any of these countries, is so great, that in three out of five cases, if a man cannot get the information he wants, even regarding the trade of Great Britain itself, he goes to one of the consuls of another country and avails himself of his existence and of his system of collecting information for the purpose of doing what he desires. Within my own knowledge, and I say it advisedly, though I do not want to name the country or the people, within the last three years one of the great countries that is commercially an active rival of England, has by more than one of its emissaries travelled through our country for the purpose of getting information upon every conceivable kind of trade and other matters now being done with Britain that might be of use to the merchants of his own country.

Mr. LLOYD GEORGE: An emissary of the Government of the country—an official?

Sir JOSEPH WARD: I do not say that—I say emissaries—I know the actual facts—and I am a little guarded in saying it. I feel sure that this Conference will agree with me that it would be a derogation from the high and essentially dignified position of the Governor of any of our Colonies to be a medium for obtaining and furnishing information concerning great industrial communities whether on the producing side or the manufacturing side. It would be a most inconvenient method of obtaining such information, even if it were desirable, and I feel sure it cannot be desirable. As an outcome of this Conference and of our preliminary discussions, in the desire to help trade development between the old land and the newer lands, I hope we may see some effort made to place us side by side with our great competitors in the matter of obtaining information and disseminating knowledge.

Mr. ASQUITH : Do you know that steps have already been taken for that purpose?

Sir JOSEPH WARD : I was not aware of that.

Mr. ASQUITH : The Board of Trade have appointed trade correspondents—five in South Africa and six in Australia.

Sir WILLIAM LYNE : None of them fitted to be appointed.

Mr. ASQUITH : That is another matter. There is a difference of opinion about that. Whatever may be said about the *personnel* the office is brought into existence.

Mr. LLOYD GEORGE : About Australia, if I may say so, I have been in consultation with Mr. Deakin as to the *personnel*. You must not assume that the thing is settled here ; we are conferring with Mr. Deakin on the point. May I say also, that with regard to Canada the name of the gentleman sent over was suggested to us by Lord Strathcona because he knew him well.

Sir WILFRID LAURIER : He could not be a better one.

Mr. ASQUITH : At any rate an attempt is being made to deal with this very important matter.

Sir JOSEPH WARD : I am very glad to hear that is so, and I

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congratulate Mr. Lloyd George upon the initial step which has been taken. I have not had the opportunity of being consulted as to New Zealand, but if I may, with some experience of what is necessary, I should like to suggest that a trade correspondent is not sufficient. It would be quite inadequate in my judgment in New Zealand. One's practical knowledge of it may be of some use in extending what I recognise is a very valuable thing which has already been commenced. I would point out that the configuration of our country is such that unless a trade correspondent was able to split himself up into a dozen parts he would be bound to be located at different times if not regularly in one centre.

He may move from that from time to time, but that is of little use to the man who goes, say, from England—as many of them do—for the purpose of obtaining information, and comes to a particular town and wants to find out, generally speaking, promptly, the local peculiarities of the trade there, or obtain information on questions on the spot peculiar to that particular place. I merely reaffirm the necessity of having a representative in every large town, and I am sure it can be done very inexpensively if what I understand Mr. Lloyd George has so well begun were extended so that we had in the same manner as other countries a representative in every important town. If your representative was, say, in Auckland, he would be 1,200 miles away from a business centre at the other end of the Colony. A man requiring information cannot wait until he meets the trade correspondent in the place in which he is. I put it forward with all respect for the consideration of the Board of Trade, which is such a valuable portion of the fabric of Government. In my opinion it is worthy of consideration whether we should not, in order not to be behind the competitors of England and of our Colonies, appoint representatives to the duty of obtaining and disseminating trade information which is so valuable in all parts of the Empire.

I want to say a word upon another important point. I am deeply in earnest in my desire to see the possibility of drift of any kind so far as the Colonies are concerned, prevented. I am positive in my own mind that unless both England and the Colonies progress, if they are allowed to stand still, in the aspect of their sentimental connection with the Old Country being sufficient, and in the aspect of the ties of kinship keeping them together, and all that sort of thing, that to stand still means retrogression, and retrogression means drift. Apart altogether from this question of preferential trade, the people of the Colonies wish to feel that they are in closer touch with the people of the Old Country, and I am very earnest in my advocacy, which I have publicly expressed for many years, of a hope that the British Government may coalesce with the Governments of Australia and New Zealand, and in one respect, if not in all, with the Government of the Great Dominion of Canada, in bringing our peoples closer together. There is one practical way in which it can be done, and, in my opinion, it is the only practical way in which it can be done, that is, by taking a lesson out of the books of some of our adversaries, and not merely giving a subsidy for a line of mail steamers to carry a mail at a very rapid rate, which is most important, but seeing that in some form or another the traders of the Old World and of the New World are put into a position of equal competition against their foreign competitors, who are doing so much in assisting their merchants by their own steamships. I will not name the crowned head in one of the countries who takes an active personal

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interest in the ramifications of that country's trade; but they play the game so thoroughly and effectively, that, unless we take similar methods, my opinion is that, to a certain extent, the position of drift will arise. I believe we ought at this Conference, without going into the intertwining difficulties surrounding trade, to consider in one or two respects its practical application. I say there is nothing that would do our countries of New Zealand and Australia more good than an alteration in the conduct of the Suez Canal. I introduce that without any reservation. I say it from the Imperial point of view, and I ask the Conference to put its *imprimatur* in the course of this discussion upon improving what is one of the highways of the world. The country—France—which has a large share with England in that Canal would naturally have the same treatment extended to it as we wish to extend to ourselves; but my own belief is that it would pay Great Britain, and it would certainly pay our Colonies, to join in it, and I believe it would pay the French Government handsomely to make that Suez Canal free for our and their own ships, and to allow our respective countries to pay to the shareholders the whole of the interest they are getting on their capital now. To-day our cargo steamers which are trying to keep in touch with England have to take a 45 or 50 days trip to get here with our perishable goods. Here is a highway of the world which is used by large steamship lines, and there are some magnificent ships trading to Australia which use it; but unless you get some powerfully organised wealthy corporate body, whose people pay the enormous dues upon ships, passengers, and cargo going through the Canal, you do not get it used generally, I mean by cargo steamers only. You are thus limiting its use to the wealthy, while the poor unfortunate tramps which go to and from our country have to travel the oceans of the world, and take ten days or a fortnight longer to carry our products to England. It may be regarded as presumption on my part to suggest this. I am in deadly earnest about it. I do not know the exact method by which it can be done, but I have a mortal hatred of the toll-bar. I have only met with one during the last ten years, and that, I am sorry to say, was the other day on the road to the Crystal Palace. I have an absolute hatred of the toll system, and if there ever was a system of toll put as a clog to the development of the trade of England and of the Colonies, to say nothing of the trade to the East, it is the continuance of high and almost prohibitive charges on vessels using the Suez Canal, and minimises the splendid effect of the masterstroke of the late Lord Beaconsfield, of the acquiring of the shares of the Suez Canal in the interests of the Empire itself. If we are not to stand still in the Old World and in the New World, I do say we ought to recognise the march of progress which is going on, and we ought not, from the sordid point of view, or from the point of view of the interest upon the shares, to allow this Canal to stand in the way of the Empire's progress. The country I represent would willingly do its share towards improving the present position of the Canal. If we had the right of going through the Suez Canal under the British flag free we would help towards paying the interest.

Mr. ASQUITH: It is a very interesting proposal. Do you propose to free the Canal for all the world, or only for certain specified nations?

Sir JOSEPH WARD: I said for the nations concerned only; that is, those who own it.

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Mr. ASQUITH: So that you would not allow the Germans to go through free of toll?

Sir JOSEPH WARD: Not at the same rate. Why should we? If you own a good thing, why give it to an opponent who is trying to cut your throat every day in the week upon even terms? I fully admit it is a complicated question to deal with.

Mr. LLOYD GEORGE: I understand the Austrian Government does remit a portion of the dues to its own ships going through the Suez Canal.

Sir JOSEPH WARD: It is a very sensible proceeding on the part of the Austrian Government, I think.

Sir WILFRID LAURIER: The tolls are paid by the Austrian Government?

Mr. DEAKIN: It is another way of reaching the same end.

Sir JOSEPH WARD: I said it was a very important matter and I approach it with some diffidence, because I recognise the difficulties surrounding it; but I want to take the opportunity because we are so anxious to be brought into closer touch with the Old World. Our greatest difficulty, and indeed the greatest misfortune that we suffer from, is the time that it takes to get our products and our people to and from England itself. What I have suggested may not be feasible, but I should be so glad if it were possible for the powerful British Government to, in some way, investigate the matter with a view to seeing whether this world's highway could not be made in the interests of the development of the trade between certainly those portions of the world that use the Suez Canal.

Mr. ASQUITH: Do you consider that the present rate of tolls is prohibitive to the cheaper kind of cargo and vessels?

Sir JOSEPH WARD: I have been told repeatedly, by people who are concerned on both sides of the world, that for ordinary cargo purposes they do not generally send their vessels through the Canal to or from Australia and New Zealand because of the tolls.

Mr. LLOYD GEORGE: I know the tramps complain bitterly and say that their interests are sacrificed to those of the liners.

Sir WILLIAM LYNE: It costs one steamship company 100,000*l.* a year.

Mr. DEAKIN: To the fortnightly boats running to Australia it means 100,000*l.* a year.

Mr. LLOYD GEORGE: The tramps have been asking here for increased representation on the London Committee; but, unfortunately, we have no power at all in the matter.

Mr. ASQUITH: This is a very important question which has been raised.

Sir JOSEPH WARD: It is connected with trade, and I felt I must allude to it. I do not propose to take up the time of the Conference very much longer, but I also want to say how very much, certainly New Zealand, and I think all the self-governing Colonies, would value the co-operation of Great Britain with them in their desire to come closer to the Old World. I am not unmindful of the fact that you are doing a great deal, and a great deal that is appreciated, in the direction of assisting in the carriage of mails, and

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consequently helping to obtain improved and cheaper facilities for passengers and cargo, on liners to and from our Colonies. I may, perhaps, be allowed to speak for Mr. Deakin in this matter, and for myself, and I know also for Sir Wilfrid Laurier, because we want to bring our countries, that is New Zealand, to within 20 days of London, and Australia and Canada proportionately to a very much greater extent.

Mr. DEAKIN: That makes for unity.

Sir JOSEPH WARD: Yes, I refer to this because it makes for unity, because it makes for cohesion, and because it brings about a feeling or recognition on the part of the people in our countries that the people in the Old World, whence they came, are in sympathy with them. Even if we cannot to-day put all we advocate into practical effect their desire is, if possible, to see a closer union on practical lines consummated. We can only do it by bearing our own part of it, and we are prepared to do it. The advantages are mutual and they are of as great importance to England as they are to the Colonies. It is because of the importance to all parts of the Empire—not directly India or South Africa in this case, perhaps—that I earnestly urge it.

Mr. LLOYD GEORGE: How would you bring New Zealand within 20 days of England?

Sir JOSEPH WARD: We can do it across the Atlantic from England, then overland through Canada, and then across the Pacific. We can do it without any difficulty whatever.

Mr. LLOYD GEORGE: Within 20 days?

Sir JOSEPH WARD: Yes, within 20 days. Sir Wilfrid Laurier will agree with me that it can be done. Four days and nights to Canada, four days and nights across Canada, and 12 days on the Pacific to New Zealand. It is capable of being effected without any difficulty whatever, providing we all co-operate to enable it to be done. Steamers can be provided of a size and speed that can bring New Zealand within 20 days of England. If you want to come close together, it is necessary that large capital should be invested and powerful vessels obtained on both sides of Canada. We in New Zealand are prepared to do our part to the fullest possible extent. Australia would, I am sure, be prepared to do their part. And so is Canada, as I understand from Sir Wilfrid Laurier.

Mr. LLOYD GEORGE: Would that be for the purpose of carrying goods?

Sir JOSEPH WARD: No, passengers and possibly some goods; certainly from England to Canada and from Vancouver to the Colonies.

Sir WILFRID LAURIER: These steamers would carry some goods.

Mr. LLOYD GEORGE: Would it pay to carry goods? They would have to discharge the cargo at Vancouver and put it on to the Canadian Pacific Railway, and then discharge at Halifax.

Sir WILFRID LAURIER: Yes, but it could be done; it is done now.

Mr. LLOYD GEORGE: There would be so much labour involved in handling the goods.

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Sir WILFRID LAURIER: There is more labour involved; but the idea would be to have services equal to the best services between England and New York, so that the voyage between Canada and England should occupy four days.

Mr. LLOYD GEORGE: I am thinking of the labour of discharging the goods at Vancouver and putting them on the Canadian Pacific Railway, and then discharging again at Halifax and putting them on another line of steamers.

Sir WILFRID LAURIER: You could not do it with cargo; that is impossible.

Mr. LLOYD GEORGE: So I should have thought.

Sir WILLIAM LYNE: But it would increase the trade between Canada and Australia.

Sir WILFRID LAURIER: All express goods could be discharged very promptly.

Mr. ASQUITH: It would be mainly a passenger and mail route, I take it?

Sir WILFRID LAURIER: Yes, and perishable goods also—fruits and things of that kind.

Mr. ASQUITH: How do you make your 20 days? It seems rather a short time.

Mr. LLOYD GEORGE: Four to Halifax, four across Canada, and 12 upon the Pacific, I understand?

Mr. ASQUITH: That gets you to Auckland, I suppose.

Sir JOSEPH WARD: Either to Auckland or to Wellington as the steamers elected. We could do it easily in 20 days. It may to some people seem a dream, but I am persuaded it is capable of being practically worked, and I am positive in saying that the Colonies want it. We are anxious for it because we recognise the value to our people of being able to come to the Old Country and meet your people here. We recognise the enormous advantage of rapidity of mail communication even allowing for the speed that can now be attained across the cables. We know all these facilities mean increased avenues for obtaining and developing trade. The more you bring the teeming millions of England into touch with the Colonies—Canada, Australia, and New Zealand—with their enormous fields for the absorption of people, the greater chance you have of having those countries settled by the excess of your British people from time to time whom you do not require, and the more rapidly that will be brought about, and the more rapidly the trade between them expand. From the point of view of Canada, Australia, and New Zealand it is most important, because there will be an enormous trade development between those countries on their own account. If we could do the two things at once and also reduce the charge for cable messages, it all goes in the direction of bringing about a preference of trade under the British flag between the outlying portions of the Empire and the Old Country.

Sir WILLIAM LYNE: You would require to have an arrangement regarding the service right through viâ the Suez Canal and viâ Canada fortnightly, because you could not keep up a double service of boats. We have boats coming through the Canal now.

Sir JOSEPH WARD: It is a matter worthy of consideration.

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Mr. DEAKIN: We have a weekly service alternately by two lines. One of the present line could be replaced by this new service.

Mr. LLOYD GEORGE: You would not carry mails through the Suez Canal?

Mr. DEAKIN: Yes; one week through the Suez Canal, and the next week this way.

Mr. LLOYD GEORGE: How long does it take through the Suez Canal?

Mr. DEAKIN: They could do it in 28 days, I think. We dawdled for four or five days on the voyage this year.

Mr. LLOYD GEORGE: Then the mails would be necessarily carried by the shorter route.

Sir WILFRID LAURIER: In time the shorter route would take the place of the other services.

Mr. DEAKIN: When I say 28 days I am speaking of what the present steamers can do without departing from their present conditions. The passage by that Suez route could be lowered by several days more. I am not an expert in the matter, but they are travelling now at a rate which shows me that they could easily do their work in 28 instead of in 30 or 31 days.

Mr. ASQUITH: But you can hardly bring it down to 20 days.

Mr. LLOYD GEORGE: They have to call at Marseilles, Genoa, and other places; they would not be able to pay without that.

Mr. ASQUITH: If you assume the new route to be brought into effective operation.

Sir JOSEPH WARD: We had a mail service across America in 28 days and sometimes less. It is only 400 miles longer from Canada to New Zealand, and they were comparatively slow boats. Twenty days could be done easily enough. It is only a question of having sufficient money to do it.

Mr. ASQUITH: You would want first-class boats in the Atlantic and the Pacific.

Sir JOSEPH WARD: Yes, unless you have them of that character you cannot do it; and that is the class I am advocating.

I was going to refer to some other matters, but I may have a further opportunity of doing so, but I will now bring my observations to a close. I do not want unnecessarily to take up the time of the Conference. I have endeavoured to show that in our country we have already put upon our Statute Book trade preference upon some articles for England, which will continue. It is from 10 to 20 per cent. against foreign countries, as I have already pointed out, in favour of England. We have done the same in regard to South Africa, and the same in regard to Canada, and we are anxious to have it with England. How that should be done is a matter entirely for those who, like ourselves, are in charge of a self-governing portion of the Empire, namely, England itself, and in that respect I will not presume for a moment to interfere; but I want to say that the commercial policy of the powerful nations with which it is necessary for Great Britain to be in many respects in touch is a policy which in the nature of things is hostile to the self-governing Colonies.

What I look forward to, though I do not know how long it will be, but I believe it will come, is the time when Great Britain and her

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Colonies will enter into a preferential system of trading, and when they have achieved the position of being in a group of preferential trading countries, then they can go with complete justification and with great hope of success upon equal terms, to any of these other powerful countries that have their high tariffs against us now, and ask upon fair terms for reciprocal treaties, not for England herself but for England and her self-governing Colonies, on matters which all would be prepared to consider, and which would enable the bringing about of fair conditions of trading between the Old World and the newer one. These foreign countries now in their fiscal systems hit the Colonies all the time. They do not hit England in the matter of external trade from England in your natural products, because you do not send them out of the country. You are naturally a large consuming people and you require to import from over the sea food stuffs very largely indeed. Other countries do not in that respect hit you in the same way as they hit the self-governing Colonies. My own belief is that if the time arrives, as I believe it will, when we can have a system of preferential trade between ourselves, we could, as commonsense, practical people, in charge of our respective countries, without any doubt enter into reciprocal trade relations as a whole; and say the Germans or the Americans would then, in respect of certain articles, be prepared to allow them into their country in return for certain other articles being allowed into ours. Italy and France would have to do the same. We should then be all on fair terms. I honestly believe that it could be done without injury to the masses of the people of England. If I thought it was going to injure the masses of the people of this country, I for one would not be favourable to it. I honestly believe preferential trade within our own countries would vitalise and add to the strength and greatness of the Empire.

Sir WILLIAM LYNE: Does your preference to Great Britain extend right through your tariff, or does it discriminate?

Sir JOSEPH WARD: It does not go right through our tariff. Upon a number of articles which are named we have a higher rate against foreign countries, and allow England to come in on the free list for a number of articles that we impose on against a foreign country.

Sir WILLIAM LYNE: Do you charge any items the same to Great Britain as to foreign countries?

Sir JOSEPH WARD: Yes, some of them.

Mr. ASQUITH: A good many; the large majority, I think.

Sir JOSEPH WARD: I read them all out from the return. The whole of the information is here.

Mr. ASQUITH: The preference only extends to about a dozen or a score things at the outside. Speaking from recollection, 20 per cent. of the total British imports are affected by the preference?

Mr. LLOYD GEORGE: Yes, about one-fifth.

Sir JOSEPH WARD: Of the British imports to New Zealand, yes. If you applied the same system, and gave us 20 per cent. of the total articles imported into England, we should say it was a good thing.

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Mr. ASQUITH: I am not complaining at all; but I was only pointing out what the dimensions of the preference are in answer to Sir William Lyne's question.

Sir JOSEPH WARD: From our point of view what we have already done shows an earnest desire for preference to be given to the old land. Whether we are right in that or otherwise must be left to others than myself to judge. We believe that it is a good thing, and are quite prepared to extend it. As far as New Zealand is concerned we are only too ready to enter into a reciprocal treaty with our friends of Australia to which Mr. Deakin has referred. We have also an adjustment of the Customs Tariff to put on the Statute Book next session, and we are most anxious to bring about improved trade relationships between the Colonies, and most anxious to assist in the development of trade between the old world and the newer one. Apart from feelings of sentiment which are so valuable, we have an additional desire to build up our country by reciprocal treatment, which will strongly develop trade between ourselves.

Dr. JAMESON: Lord Elgin and gentlemen, I shall be brief, indeed. After the able and full speeches of Mr. Deakin and Sir Joseph Ward the ground seems to be pretty well covered. At the same time, as Sir Joseph Ward has said, this is an extremely important subject, I might almost say vital, if you look to the future of our Colonies and of the Empire generally. Therefore I do not think the representative of any Colony would be justified in not saying a few words in support of the proposition now before the Conference.

As regards the Cape, which I represent, I think it is peculiarly fitting that its representative should speak. Though economically, certainly, we are far behind the representatives of the Colonies who have already spoken, yet in the inception of this idea of preference, I think our statesmen were quite in the front. We have had two great statesmen—somebody said the only two men we have ever produced to whom you could legitimately apply the world "statesmen"—Mr. Rhodes and Mr. Hofmeyr. Mr. Rhodes as far back as 1890, I remember, immediately he took office, wrote to the then Prime Ministers of Canada and Australia, putting before them this proposition of preference to the goods of the Mother Country. Again, when the Chartered Company was established in Rhodesia, Mr. Rhodes insisted, and with great difficulty carried his point, that there should be a clause put in the Order in Council establishing it that no British goods entering Rhodesia should ever be charged more duty than the then Cape Tariff, which was 9 per cent. at that time. That has been carried out, of course, ever since. The Customs Tariff of the South African Customs Union is 12 per cent., but because of that clause introduced by Mr. Rhodes we have to allow Rhodesia only to charge 9 per cent., 3 per cent. less than the Cape. Then Mr. Hofmeyr, as Mr. Deakin has quoted already, in 1887 brought this forward, returning to it again in 1894, at Ottawa, and certainly, with regard to that objection to preference that it might include bargaining, and might also lead to strained relations between the Mother Country and the various Colonies, as brought forward by Mr. Hofmeyr, there was no question that that would be done, not as a question of any advantage to the Colony itself, but as a question of uniting together in defence, which is the most important subject, all the portions of the British Empire. Then also in the Cape and South Africa, the practical carrying out of preference with the Mother Country was largely helped

—certainly, I might say almost, brought about—by Lord Milner. When I mention these three names in connection with preference, I think South Africa perhaps has given what I might call a useful object lesson in a subject of this kind which affects the whole empire, and as far as the leaders of political opinion in South Africa at all events are concerned, it was kept outside party politics, because I do not think anyone could say that Mr. Rhodes, Mr. Hofmeyr, and Lord Milner were on all fours in domestic politics in South Africa.

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As I have said, Mr. Deakin has practically put the whole case before us, and any one following Mr. Deakin, especially as in my case I endorse every word he has said, would in attempting to elaborate it only weaken the case. So I am not going to attempt it. But I take it we are here to-day to try and get something from the Imperial Government. I am not going to split words about it. I am not going to say we are making a wonderfully generous offer from the Colonies, and it rests with the Imperial Government to do what it likes. Of course, it rests with the Imperial Government to do what it likes. As Mr. Deakin quoted from a statement of the Premier of Queensland yesterday, of course there was no question of insistence on the Imperial Government or any other Government adopting this preference principle, but I think we are all bound to influence in every possible way that we can, not only the Imperial Government but the other Colonies, to enter into some preferential arrangement. Therefore we are asking for preference from the Imperial Government—however small, I will put in—we want, if possible, the principle established. We who believe in preference believe it will grow of itself. So, however small it is, we will not say we will be satisfied, but we will be thankful. I know the objection of a certain section of the people is: "That is exactly the thing; we do not want a principle established; we do "not agree with it." To that I say, let us try the experiment, and see whether it will grow into a principle or not, and that might get over the difficulty.

You, Lord Elgin, told us, I think, in your opening speech on this subject, that perhaps we are not all agreed, but at the same time we could speak fully to each other on the subject, and perhaps come to an agreement and understand each other. Although it may be presumptuous for someone from abroad to attempt to influence the people in this country, I venture to say it is our duty, if we can, to influence them, even at the cost of being considered presumptuous. Remembering, as I say, that we are asking for something from the Imperial Government. I would say at the same time, from my view of the subject, we are not asking the Imperial Government to change its fiscal policy at all. I take it we are all agreed that all that we are really asking for is for the Government to change its methods with regard to fiscal policy, and are not asking them to change at our bidding its fiscal policy. I take it, some 60 years ago or more, when Free Trade was established in the United Kingdom, it was avowedly put forward that this was with a view to getting universal Free Trade throughout the world.

Mr. ASQUITH: No.

Dr. JAMESON: Well, I have always understood so. If it was not so, I say, from our point of view, our bringing forward preference at present is with the object of getting universal Free Trade throughout the world. Then we preference advocates at bottom are trying to go for Free Trade by steps, not at one jump. We do not expect,

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after the experience of the last 60 years, to carry out anything we are doing by one jump. It seems to me that 60 years ago, when Free Trade was established here, of course England could afford to do it. It was the very best thing she could do at the time; she was practically in the zenith of her fame at the time, and wanted her raw material and food in cheap.

Mr. ASQUITH: It was in her own interest.

Dr. JAMESON: It was in her own interest. She forgot how she had built up that position to allow her to afford Free Trade. The last 60 years—we can look back upon that time—perhaps has shown us that she did forget she was built up as a manufacturing nation by Protection, by navigation laws. Then we can see that during that 60 years other nations have adopted the same method that was succesful in England. They have caught up to her, or many of them have actually caught up—at all events, they are going to if they have not. It seems to us if they do catch up, and she does not change her methods, she is handicapped against them. They have got the handicap, of course, of Free Trade as practised in England, but they have not adopted it. Our idea is, as Sir Joseph Ward said just now, that having preferential trade throughout the Empire, which is ultimately an ideal but not practically so at present, might lead to Free Trade within the Empire, and then, as Mr. Deakin said, the enormous factor of the whole British Empire being Free Trade could compel modifications of the fiscal attitude of the rest of the world, and practically compel Free Trade throughout the world, and the recognition of individual effort everywhere. That is the general idea.

That being our idea of what preference may lead to, it is natural that we should do our utmost to influence the Imperial Government to see eye to eye with us on this subject. Already all the Colonies see eye to eye with each other. Therefore it seems to me the case having been put by Mr. Deakin and Sir Joseph Ward, all that is left for us is to try, if we can, that it is not hopeless to get the Imperial Government to see eye to eye with us on this subject. I know we are met at the present time with the answer at once: "The nation has decided against you, and of course the Government must be bound by "what the nation has said at the last election." Even then I do not feel hopeless because looking back to the last 14 or 15 years one sees that governmental and other opinions on this subject have considerably changed. I should quote for instance that after the 1894 Conference at Ottawa, Lord Ripon, the then Colonial Secretary, issued a memorandum* on that, giving a series of objections why Mr. Hofmeyr's proposal, as it was brought forward at that time, could not be adopted. First, I think, he put that the Colonies themselves could never sacrifice their revenue to give preference. Well, they have all sacrificed their revenue, so that objection is gone. The next point was that any such preferential doctrine if it was carried out would interfere with existing British treaties with other nations, to the detriment of Great Britain. I believe the ones alluded to at that time were Belgium and Germany. Those treaties have been denounced, and I believe with no detriment to Great Britain. The third objection was that possibly you might have specific tariffs between the United Kingdom and the Colonies, but it would be so difficult to carry it out that it had better be dropped. I think that

*See [C. 7824].

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was very weak, surely it might be attempted, and you could not say specific tariffs were impossible until a commission had sat and inquired into the matter to see whether they were or not. It is a much bigger thing with regard to the United Kingdom, but here we have in tabulated form specific tariffs that are at work now between South Africa and Canada, Australia, and New Zealand respectively—a whole body of them—which makes a considerable difference I am sure in the trade between those four dependencies. I may say when we were discussing in this room the question of a secretariat the other day, I had in my mind that if we got some very small concession which I am still hopeful of from Mr. Asquith, one of the first uses of that secretariat would be to sit down and go into the tariff question of the United Kingdom and the Colonies. That was partly the reason at that time I was very insistent that the secretariat if possible should be composed of people conversant with the various Colonies and who would understand the tariffs. The last objection was that any idea of preference would interfere with the natural channels of trade. I have a different idea of what the natural channels of trade should be from what Lord Ripon intended on that occasion. That really meant the most profitable channels of trade; but in the last few years many words have changed their significance, and I hope we have come to consider as the natural channels of trade those channels where our kith and kin are rather than the foreigner.

I think that shows there has been considerable change in governmental opinion in the last 14 or 15 years. Then in a much more recent period I think we get a good deal of hope of a change of opinion even amongst the present Government. We were all very pleased to see Mr. Lloyd George's Bill the other day in connection with shipping, to make sure that the foreigner should not have any greater advantages with regard to sanitary arrangements and load line, and so on. That is all in the direction of helping British shipping against the foreigner.

Then, in a recent speech of the Under Secretary of State for the Colonies, at the West Australian dinner, I think it was noticed Mr. Winston Churchill said it is a very easy thing for two tariffs to make arrangements one against the other, but it is an infinitely easier thing for two tariff states to make an arrangement to help each other. I do not see why with the several Colonies with a tariff it should not be an infinitely easy thing for them to make an arrangement with self-governing Colonies. As to the idea that the Government is pledged not to give any preference to the Colonies which it does not give to the rest of the world, I wonder if the Government remembers at the present moment that the British Government—as represented by those two small protectorates, Basutoland and Bechuanaland—is giving preference to these Colonies that we have made treaties with which it does not give to foreign nations. It is actually giving preference at the present moment, not at our request, but at the request of the Imperial Government, to Bechuanaland and Basutoland, which are entirely under the control of the Imperial Government. At the request of the Imperial Government they were included in our South African Customs Union, which gives a preference to Great Britain and the other self-governing Colonies.

Mr. LLOYD GEORGE: When was that?

Dr. JAMESON: At the last Customs Convention a year and a half ago, at Maritzburg, and in the one before also. I have only

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been three weeks in England, but I have received from various associations throughout England I believe a little over 700 resolutions in favour of tariff reform.

Mr. DEAKIN: I have had hundreds.

Dr. JAMESON: I had them counted the day before yesterday, and it was 680 then.

Mr. ASQUITH: Where from?

Dr. JAMESON: From different parts of the country—from England. A large number of those I am glad to say, are from working men's associations. As Sir Joseph Ward said just now, and I quite agree, this thing must work slowly, but it is working slowly, and the working man is waking up to it. When Mr. Askwith interpolated yesterday while Mr. Deakin was speaking, and asked him how much of their goods go to Germany, and how much come back, I think the working man would have answered that question very well, and said: "Quite true, we could use all that wool in England"—and that is what the working man is learning—"and we would be employed to manufacture it." If you only put a tariff against Germany, probably it would be worth while for England to buy all that wool with that tariff against it, and the workingman is, I think, beginning to think a good time would be coming for him. I agree with Sir Joseph Ward that none of us would be in favour of protection which would bear hardly on the working man here—an argument frequently used, but if that argument were carried out, and the workman had to pay a little more for some things he might be better off.

Mr. ASQUITH: How is the wool that goes to Germany to be got here?

Dr. JAMESON: When the manufactured wool would be cheaper within the Empire, which, as Mr. Deakin said, was a large factor, then probably it would not pay Germany to manufacture quite so much, and we would have a little more manufacturing than Germany, and therefore employ more people.

Mr. ASQUITH: My question was put with another object. Does wool come within the subject matter as to which you think preference ought to be given?

Dr. JAMESON: As a matter of fact, wool at present comes in free.

Mr. ASQUITH: I know.

Dr. JAMESON: I take it on the secondary subject of manufacture. Wool is a raw material, and we do not want to put anything on it but if you do not allow throughout the Empire the manufactured article from another country which gets wool cheap to come in on the same terms, probably the British will have the bigger market and bigger demand for wool, and can pay more for the wool.

Mr. ASQUITH: You represent Cape Colony, a country which exports no food to this country, and I am thinking in my own mind how we are to give a preference to South Africa.

Dr. JAMESON: I will come to that presently.

Mr. ASQUITH: I thought it might be pertinent to this question of wool.

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Dr. JAMESON: We are rather, in South Africa, in the position of doing a great good and expecting to get very little back, but we expect to grow, as Sir Joseph Ward says sympathetically just now, in South Africa. We do expect to be federated. We do expect to have other things to export besides the few articles that we now export. I will name presently the exports. Even without federation, at the present moment I have been making arrangements, while I have been in England, for a very large amount of maize to be brought over to this country where we can get a market. For us it is a very large amount. I was making arrangements for 80,000 tons for one season from a portion of Cape Colony to come here. In the future we do expect greatly to benefit from a preference which now is only benefiting the larger producers.

Mr. ASQUITH: I do not want to interrupt your argument, but perhaps you will tell us presently what the things are you export.

Dr. JAMESON: My argument was simply to try and influence the Government as much as I could. As Sir Joseph Ward said, we have three Ministers of the British Goverment here, and I am trying to impress upon them as far as I possibly can, that we are asking and pressing all we can to get something from them and as a kind of inducement I was saying that opinion is changing a little and we hope they will change a little bit further forward in the next two days; and then it will give us a beginning on this preferential question.

With regard to South Africa, we certainly cannot get much benefit at the present moment. There are some things we can get benefit from. The two main things are wine and tobacco. You say that is so small it does not matter, but take the wine alone; supposing we return to the old conditions before 1862, it would be a very great benefit to South Africa. In 1862 the United Kingdom were establishing Free Trade, and at the same time wanted a market for their goods, and so they reduced the tariff on French wines to the level of the Cape wines. The French wines were better then. I do not think they are now. We think we are going to produce as good wines.

Mr. ASQUITH: You are going to.

Dr. JAMESON: I think we do now, but we are going to do better. At that time the tariff came down. For a little Colony like the Cape at that time, 50 years ago, to get 130,000*l.* a year for its wine was a very considerable item, but it came down to 2*s.* 9*d.* on French wines, which was the duty on Cape wine at the time, and in a few years it was down to 80,000*l.*; at present it is nothing at all. We have developed enormously since that, and are producing infinitely better wine, and if we get a preference on Cape wine it would give an enormous impetus to one of our most important interests in Cape Colony. I may say, when I came into office at the Cape, I sent a long and elaborate memorandum to the then Government, and they gave me the usual sympathy, but they gave me nothing else. We know Governments are not all the same, and we still hope that because the former Government refused it that is no reason why the present Government should, and we may get something.

Mr. ASQUITH: Do you know any British Government which gives a preference to any form of alcohol?

Mr. DEAKIN: We give it to South Africa.

Mr. ASQUITH: I do not know about that. Sir Wilfrid Laurier

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does not, Australia is not supposed to, and South Africa does not, so this is an entirely new departure in preference referring to alcohol.

Sir WILFRID LAURIER: We do not.

Dr. JAMESON: In South Africa we give a certain amount of preference. We charge your whisky from here 21s., and an excise on our own article of only 6s. We are quite prepared to modify that.

Mr. ASQUITH: That is giving a preference to yourself.

Dr. JAMESON: Exactly. You generally begin at home and then extend to others afterwards.

Mr. DEAKIN: I think in our treaty with you we do give a preference to alcohol.

Sir JOSEPH WARD: We do, I think, in reference to wines.

Mr. ASQUITH: As between yourselves?

Sir JOSEPH WARD: Yes, with South Africa; not spirits but wine.

Dr. SMARTT: Canada gives a preference on wine also, I think.

Sir FREDERICK BORDEN: No.

Dr. JAMESON: For brandy the ordinary rate of duty in Australia is 14*s.* per gallon, and the rate to colonies under the South African Customs Union is 10*s.* 3*d.* to 13*s.* per gallon. I believe the proposition before the Conference is—I know it is the proposition of Canada—that we give, irrespective of the United Kingdom giving anything at all, a certain preference, but when the United Kingdom reciprocates, then we are all prepared to come forward and give more. Paragraph 2 of the Cape Resolution is "The Conference, while ad- "hering to the principle of preferential treatment of the products "and manufactures of the United Kingdom, desires to impress upon "His Majesty's Government the opinion that the continuance of such "preferential treatment to the producers and manufacturers of Great "Britian is largely dependent upon the granting of some reciprocal "privileges to British Colonies." I wish to say at once, and emphatically, that there is no question of a threat there at all. What we are doing is giving a warning from our own experience. I am giving my experience that I have had at the Cape that the majority as evidenced by the Customs Union, are in favour of preference. I know that in my Cape Parliament there is a minority who were not in favour of it, and in fact spoke against it, but at the same time that minority brought forward an amendment saying that no preference should be given unless there was reciprocity. Therefore, I am justified in saying that the whole Colony, with any reciprocity whatever from the United Kingdom, would be unanimously in favour of preference.

Mr. DEAKIN: We have the same minority.

Dr. JAMESON: I only wanted to emphasise that it was not a threat at all, but only that we might not be able to hold things together, that the minority might become a majority later on, and we, who believe that this is one of the most important links between the various portions of the Empire, are very anxious to say that our various Colonies are absolutely in favour of preference if we have a reciprocity, however small. I was alarmed, if Sir Wilfrid Laurier will allow me to say so, to see that in the Canadian Parliament there is an intermediate tariff proposed. I suppose that means there is a

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preferential tariff and a minimum. I suppose the probability is with that intermediate tariff the minimum would be accepted and the preference would probably go to other nations, or nations within the Empire. Preference, I presume, would remain, but suppose a treaty at the intermediate tariff was made, say, with the United States for a term of years.

Sir WILFRID LAURIER: Do you think there is any probability of that?

Dr. JAMESON: I do not know at all, but supposing it was with France, Germany, Italy, or anywhere. Supposing a treaty was made on an intermediate tariff, and supposing the Imperial Government gave a preference to Canada, then Canada probably would carry out further preference to Great Britain, but that further preference would surely be bound by this intermediate tariff, because this intermediate tariff, I suppose, would be made on the present preference to Great Britain. So really the further preference would be minimised. The point is when once you begin to make treaties outside there is no saying how far they go. When you once get commercial treaties and commercial sympathy, we generally find political sympathy follows. That is the last and the strongest argument. We hope the Imperial Government will see their way to help us in an experiment, at all events, of the smallest reciprocal preference to the various portions of the Empire.

Mr. ASQUITH: Is wine the only thing you mention?

Dr. JAMESON: Tobaco, I might mention, too, and sugar.

Mr. ASQUITH: What about tobacco?

Dr. JAMESON: I believe your duty on tobacco is 3*s.* at the present moment. Certainly it would be a great boon to us if we had a shilling preference on that, because in the Cape Colony we grow a very large amount of tobacco. In the Transvaal, proportionately, they grow still more and better. In Rhodesia, I believe, they are going to grow still more, and still better than even the Transvaal, because the land in Rhodesia has been proved up to now to be extremely good land for the growing of the highest class of Turkish and Egyptian tobacco. Supposing we get one shilling relief, I daresay the shilling would come off the excise in Ireland, and we would have all the Irish portion of the Government to help us with that.

Mr. ASQUITH: They are just starting a tobacco industry in Ireland, and there is a Bill to remove the prohibition on cultivation before the House of Commons.

Dr. JAMESON: It does not come into force for a long time?

Mr. ASQUITH: Next year.

Dr. SMARTT: A rebate of one shilling. I think the Irish would pay 2*s.* and the ordinary people 3*s.*, or an excise of 2*s.*, against the other excise of 3*s.*

Mr. ASQUITH: That applies only to what is a mere experiment.

Mr. DEAKIN: That is all we want.

Mr. F. R. MOOR: We only want the experiment.

Mr. ASQUITH: No, this is an experiment conducted over 100 acres.

Dr. SMARTT: But the experiment is on the basis of a 2*s.* duty instead of a 3*s.* duty.

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Mr. ASQUITH: As I say, it is only extended to 100 acres of land.

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Dr. SMARTT: But on the basis of a 2*s.* duty instead of a 3*s.* duty.

Mr. ASQUITH: We might as well not have imposed any duty at all. Practically the duty did not enter into it at all, but it was simply to see whether or not, as a matter of experiment, tobacco could be grown in Ireland, and over those 100 acres we allowed them to experiment practically free of duty.

Mr. SMARTT: But I understood that the duty collected by the State or Excise on the product, whatever it may be, will be collected at 2*s.*, or a rebate of 1*s.* will be given.

Mr. ASQUITH: On that 100 acres—nothing else.

Dr. SMARTT: But on that 100 acres?

Mr. ASQUITH: Yes.

Dr. SMARTT: It is practically a rebate.

Mr. ASQUITH: It might have been made duty free. It was a mere experiment to see whether tobacco could be grown in Ireland, and we allowed them to have 100 acres for the purpose, but that is not going to regulate the future growth of tobacco in Ireland. When they grow tobacco on a practical scale they will pay strictly the same as other people. There is no preference of any kind.

Mr. F. R. MOOR: Lord Elgin and gentlemen, I have not very much to say, as I think the ground has been very well covered by the previous speakers as regards the Colonial view, and the points that have been adduced by Mr. Deakin and Sir Joseph Ward have fairly stated the position.

I only want to say a few words about the arguments adduced by Mr. Deakin with respect to the condition of things as regards our opponents in different parts of the world. While England and the Colonies have in the past been giving equal treatment, these nations have built around them impregnable tariff walls, and thus enjoyed free trade in a double condition—having the whole of their population and also the population of England and of India for their trade, which, in my humble opinion, must give our competitors an enormous advantage. If there is one thing that has been found to be unquestionally accurate it is that in modern methods the great volume of production is the cheapest method for such production. Having those large markets, our competitors must to that extent have a far greater advantage as against our limited population represented by these islands and the other countries that happen to be within our control or purview here.

I wish to point out also that this is going on in a more insidious and perhaps more mischievous way against us all than is at present realised. Your competitors are to-day dealing with raw materials at the fountain heads, and, as has been already pointed out, they are diverting from you here those raw materials for their own ends to work them up, and in working them up to pay their own people the wages for the manufactured articles which will eventually come directly into competition with you here and also in the Colonies. It has been pointed out that a large amount of wool has been diverted from Australia directly to your strongest competitors. This is going on in South Africa. Mr. Asquith pointedly asked my colleague, Dr.

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Jameson, how this was affecting the position of preference. By subsidies as regards steamers, by rebates on State railways in those countries, force is being employed against you to direct that raw material from your manufactures here. That is having a very serious effect as regards your getting that commodity in sufficient quantities to keep you going as against that competition. I do hope that in talking over preference we are not going to limit it only to tariff reform, but we are going to embrace all the different links that connect us in our industrial progress throughout the whole process of such methods. The cheapening of your shipping freights, as has been pointed out by Sir Joseph Ward, is a very great advantage. The rapidity by which the intercommunication is to be brought about is not to be calculated, but on the top of all that, if we are to have these railway rates so adjusted as to further give the advantage to those who are competing against you, you have to be very much alive to see how far such insidious methods are leading you and your industries to a very serious position. We realise it in South Africa, because we have had there, and we unfortunately have now, a tremendous trouble as regards these railway rates, and they have just as important a bearing on the whole problem as the shipping rates and other elements that lead to the progress of our industries.

I have had brought to my notice by the shipping people in South Africa this condition of things, and I have been asked to call attention to it at this Conference. It is very difficult to ascertain what amount of advantage is being given to some of your competitors in this direction. I am unable to give you in any way the slightest indication as to that, but surely with your means of getting information you should be alive to this condition of things. We, in South Africa, I am also informed, are likely to have one of the most powerful lines of steamers operating in these markets. This is a recent development, and it is going to have under present circumstances, I believe, a very profound effect as regards the trade conditions of that country.

When we talk of preference I wish all the different elements to be taken into consideration. It covers the whole ground, and wherever we can assist each other by that means we are going to promote to that extent our mutual interests. Perhaps it is rather impudent of me to say that I am neither a Free Trader nor a Protectionist. I think these past shibboleths have been perhaps mischievous in crystallising us to one or other set of ideas. I believe in a discriminating scientific tariff which is so adjusted as to meet our interests to the utmost without committing ourselves either to one or the other policy. We in South Africa have as many articles on our free list as we have on our protected one. That tariff, although it is not a perfect tariff—and we can never hope to have a perfect tariff, because a tariff, like a growing tree, is ever throwing out fresh branches and ever having fresh requirements to adjust itself to a growing industry—I say we must always be adjusting and re-adjusting our tariff to meet the changing conditions of our various industries, but we do have on that list a number of lines free, as many as are protected. These are made free to promote our various industries. You here have lost many of your industries, I have been informed. I may have perhaps the impudence to say that it was because of your Free Trade policy.

Mr. LLOYD GEORGE: What industries have we lost?

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(Mr. Lloyd George.)

Mr. F. R. MOOR: I think glass.

Mr. ASQUITH: No, we have not lost it at all.

Dr. JAMESON: There is not much left.

Mr. F. R. MOOR: Sugar refinery; silk.

Mr. LLOYD GEORGE: No; I had a deputation of silk manufacturers before me last week, and one of them protested most strongly against the idea that it was a dying industry.

Mr. F. R. MOOR: Clock-making is another.

Mr. LLOYD GEORGE: I had a deputation from them, also, not long ago.

Mr. F. R. MOOR: They still exist in a languishing condition. However, if in these cases you had some kind of protection for these lines, which would not after all have increased the cost of living to your people, but would on the other hand have found employment for them—I say, had that been the case then to that extent, if your industries suffered at all—and I think Mr. Chamberlain did show it very strongly in his campaign——

Mr. ASQUITH: I do not quite agree with him.

Mr. LLOYD GEORGE: Nor did the nation quite agree with him.

Mr. F. R. MOOR: I say, had they suffered then to that extent, it might have been remedied by giving relief in those directions.

You have already a tariff on wine, sugar, tobacco, and tea. You are taxing your people. I will take tobacco as one line, and we ask you to give relief to your people to the extent of giving us preference on that tariff, say, on tobacco. You would be helping us to build up a new industry in South Africa which is a very promising one, and from which I believe you can get supplies as good as any in the world. At the same time you would be doing your people a benefit by reducing taxation in their favour, which I believe is in the direction of your Free Trade policy.

However, it will be interesting to know what objections you can have to making an experiment in that direction as regards your own Colonies, and in the interests of your own consumers by reducing taxation. If nothing comes of this at all the discussion we have had here is going to be of value to us all, inasmuch as it is going to make us all think, and having got the people of these different Colonies to think over these large questions, and the people of these islands to think over these questions, having got to that condition, I say it will do good, inasmuch as it will bring before us all the chance of moving in the direction we hope for, or of England being able to prove to her Colonies that they are asking for an impossible concession. The movement has grown, and, I believe, is growing. Certainly with us it has grown in South Africa, and we to-day are giving preference to you here. There is a large section of our people who are still more or less not heartily with us, but I believe the majority are strongly in favour of continuing a preference to the Motherland without price or without terms. We also have given reciprocity to our sister States, Canada, Australia, and New Zealand, and I think South Africa to-day is really in the forefront of the movement.

CHAIRMAN: It is obvious that we cannot finish this discussion to-day, and as we have reached the hour of adjournment I suppose

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it would be convenient now to adjourn. May I make one observation? I thought we had two more days this week, but I find that some members of the Conference have engagements on Saturday, and therefore to-morrow is our only day. I think it is very desirable that we should finish this subject now before the Conference this week, if it is at all possible to do so, and I suggest that we might meet, therefore, at half-past ten to-morrow morning, and perhaps it might even be possible to have in reserve a sitting in the afternoon, if Mr. Lloyd George could manage to attend.

Mr. LLOYD GEORGE: Yes, I could be here. Does Mr. Deakin propose opening on the question of treaties, or does he propose to leave it for separate treatment?

Mr. DEAKIN: It was suggested at the beginning that we should leave that for separate treatment. It is an independent question.

CHAIRMAN: Yes, it is.

Mr. LLOYD GEORGE: I quite agree.

Mr. F. R. MOOR: I have one more word, and that is, that as regards the freights on steamers with respect to goods and other commodities, my argument would be just as strong in the direction of passenger fares. Here, by mutual work and mutual assistance, I think we can do a vast amount of good, not only to you but to the Colonies, by so adjusting these passenger fares as to direct the emigration from these islands to the various Colonies under the flag. It should be as easy, though not quite so cheap, certainly, to convey people from these shores to these different possessions as for people to go from one end of England to the other. This can be done only by the co-operation of the Colonial Governments, together with the Imperial Government, in connection with the shipping that plays such an important part in all our interests. I do hope that this question will not be lost sight of when your secretariat is established, so that they may take the matter up and focus it before public opinion.

Sir WILFRID LAURIER: I do not understand exactly what is meant by different treatment with regard to the question of treaties, which seems to be absolutely germane to this question.

CHAIRMAN: Only that it falls to the Board of Trade rather than to the Chancellor of the Exchequer to deal with.

Sir WILFRID LAURIER: I mean so far as the discussion is concerned.

Mr. DEAKIN: It is undoubtedly bound up with the discussion of the whole issue, but it was suggested by the Chairman that it might be as well to deal with the purely fiscal question first, and then take the argument as to the treaties.

Sir WILFRID LAURIER: But it seems to me it could not be separated. I understood we were to hear Mr. Asquith first, and then Mr. Lloyd George.

Mr. LLOYD GEORGE: It is purely the Australian proposal with regard to British ships and white labour that interferes with treaties, but I rather gathered from Mr. Deakin's speech that he did not consider that an essential part of his proposals.

Mr. DEAKIN: Not to that particular proposal, but I regard it as important to have our relation to all treaties determined, and wish

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to submit the considerations which have led my colleague, the Attorney-General, to contend that we are at present bound by any of the treaties referred to.

Mr. LLOYD GEORGE: That is a very serious proposition.

Sir WILFRID LAURIER: It is difficult to establish, but at the same time there is no question that it is of more importance to hear that than to hear the condition of the treaties.

Mr. LLOYD GEORGE: I do not think it interferes at all with Canada, but it does interfere with the Australian proposals very seriously.

Sir WILFRID LAURIER: But it is germane to the whole question, and we are discussing it now. I do not know where such proposals would land us.

Mr. DEAKIN: But it is not necessary to intermingle the argument about treaties with that upon fiscal proposals. The intention was to separate the arguments, and leave Treaty powers last.

Mr. ASQUITH: I should hope we might conclude what you call the general fiscal argument by lunch time to-morrow.

CHAIRMAN: And then go on with the rest in the afternoon.

Mr. ASQUITH: Sir William Lyne wishes to say something.

Mr. DEAKIN: He will look at what I have said, so as not to repeat anything.

Mr. ASQUITH: Sir J. L. Mackay wishes to say something, and he represents India.

Mr. DEAKIN: Not in the sense in which we represent our countries. He represents the British Government.

Mr. ASQUITH: He speaks for the Secretary of State.

Adjourned to to-morrow at half-past 10 o'clock.

TENTH DAY.

Tenth Day. 2nd May, 1907.

HELD AT THE COLONIAL OFFICE, DOWNING STREET, THURSDAY, 2ND MAY 1907.

PRESENT:

The Right Honourable THE EARL OF ELGIN, K.G., Secretary of State for the Colonies (President).

The Right Honourable Sir WILFRID LAURIER, G.C.M.G., Prime Minister of Canada.

The Honourable Sir F. W. BORDEN, K.C.M.G., Minister of Militia and Defence (Canada).

The Honourable L. P. BRODEUR, Minister of Marine and Fisheries (Canada).

The Honourable ALFRED DEAKIN, Prime Minister of the Commonwealth of Australia.

The Honourable Sir W. LYNE, K.C.M.G., Minister of Trade and Customs (Australia).

The Honourable Sir JOSEPH WARD, K.C.M.G., Prime Minister of New Zealand.

The Honourable L. S. JAMESON, C.B., Prime Minister of Cape Colony.

The Honourable Dr. SMARTT, Commissioner of Public Works (Cape Colony).

The Right Honourable Sir R. BOND, K.C.M.G., Prime Minister of Newfoundland.

The Honourable F. R. MOOR, Prime Minister of Natal.

General The Honourable LOUIS BOTHA, Prime Minister of the Transvaal.

Mr. WINSTON S. CHURCHILL, M.P., Parliamentary Under Secretary of State for the Colonies.

Sir FRANCIS HOPWOOD, K.C.B., K.C.M.G., Permanent Under Secretary of State for the Colonies.

Sir J. L. MACKAY, G.C.M.G., K.C.I.E., on behalf of the India Office.

Mr. H. W. JUST, C.B., C.M.G.,
Mr. G. W. JOHNSON, C.M.G.,
Joint Secretaries.

Mr. W. A. ROBINSON,
Assistant Secretary.

ALSO PRESENT:

The Right Honourable JOHN MORLEY, O.M., M.P., Secretary of State for India.

The Right Honourable H. H. ASQUITH, M.P., Chancellor of the Exchequer.

The Right Honourable D. LLOYD GEORGE, M.P., President of the Board of Trade.

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Mr. W. RUNCIMAN, M.P., Financial Secretary to the Treasury.
Mr. H. E. KEARLEY, M.P., Parliamentary Secretary to the Board of Trade.
Sir E. W. HAMILTON, G.C.B., K.C.V.O., Permanent Financial Secretary to the Treasury.
Mr. H. LLEWELLYN SMITH, C.B., Permanent Secretary to the Board of Trade.
Mr. A. WILSON FOX, C.B., Comptroller-General of the Commercial, Statistical, and Labour Department of the Board of Trade.
Mr. J. W. HOLDERNESS, C.S.I., of the India Office.
Mr. G. J. STANLEY, C.M.G., of the Board of Trade.

CHAIRMAN: Gentlemen, while we are waiting for the Chancellor of the Exchequer, may I take the opportunity of mentioning the agenda for next week. I understand that we cannot sit again after to-day this week, so that we have to consider what days are available to finish the proceedings of the Conference, as I understand we must, somewhere about the middle of next week. There are two adjourned discussions; one Naval Defence, and the other Naturalization. With regard to Naval Defence, I understand from the First Lord of the Admiralty that he has had a discussion with various members of the Conference, but he does not seem to be quite clear whether they wish to submit to him further proposals before the matter comes before the Conference again. He suggested that we might take this question on Wednesday.

With regard to Naturalization, I understood when we adjourned that some members of the Conference wished to put on record their views with regard to that subject, but I do not suppose there is any intention of taking any definite decision on the matter at these meetings. Therefore that subject might be taken if it suited the Home Secretary (which I will ascertain) either on Monday or Tuesday.

Sir JOSEPH WARD: It will not take very long so far as I am concerned.

CHAIRMAN: I think Sir Wilfrid Laurier wishes to speak upon it.

Sir WILFRID LAURIER: I have very few words to say upon it.

CHAIRMAN: Then there are certain other questions mentioned on the agenda paper with regard to patents, trade statistics, company law, the metric system and reciprocity of treaties, all of which I think would not take any great length of time, and some of them at any rate fall to be dealt with, under the new procedure of our organisation, by action subsequent to the Conference. I suppose the Conference would wish, on all of these questions, to have opportunity of recording an opinion.

Sir WILFRID LAURIER: None of these questions seem very contentious.

CHAIRMAN: None, so far as I know.

Sir JOSEPH WARD: I suggest you might group those matters together. The question regarding the metric system, in view of the interview we had with the Chancellor of the Exchequer, I should think could be disposed of in 10 minutes; and we might, if they are all grouped together, finish all these questions in one morning.

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Mr. DEAKIN: There are one or two matters I asked for information about as to the commercial treaties which have been concluded.

(Sir Joseph Ward.)

CHAIRMAN: That point comes really subsequent to this discussion. Mr. Lloyd George is prepared for that.

Mr. DEAKIN: Then there is the question which is now associated with that of the Secretariat, but was started independently of it, with reference to the possible exchange of officials between the Colonial Office and the several departments of the Empire.

CHAIRMAN: That also we have on the list. But I wanted to ascertain from the members of the Conference what days next week are at our disposal.

Sir WILFRID LAURIER: So far as I am concerned I think we are ready every day.

CHAIRMAN: Up to Thursday.

Mr. DEAKIN: And further if necessary.

CHAIRMAN: Some of the members are going to leave on Thursday.

Sir JOSEPH WARD: I am due in Edinburgh on Friday morning.

CHAIRMAN: I think we probably can arrange for the first four days of next week to exhaust the matters still left to be discussed. At any rate I will arrange on that footing that we will take either Naturalization or other subjects on Monday, and some of the other subjects on Tuesday, and the Admiralty subject on Wednesday.

Sir WILFRID LAURIER: Then we sit on Monday, Tuesday, Wednesday, and Thursday.

CHAIRMAN: Yes. Perhaps, as the Chancellor of the Exchequer has not yet arrived we might hear the representative of India, if the Conference have no objection.

PREFERENTIAL TRADE.

Preferential Trade.

Sir JAMES MACKAY: Lord Elgin and gentlemen. Ever since the proposal that Great Britain should impose a general import tariff and should admit without taxation, or at a lower rate of duty, imports from British Dominions so as to establish what has come to be described as "Preference," those who are responsible for the Government of India, with which this country carries on a very large and important trade, have given the subject serious and constant consideration. As in duty bound, they have looked at the question from an Indian point of view; but they have considered it no less from a wider and Imperial aspect. The interests of India are indissolubly bound up with the interests, not only of Great Britain, but also with those of His Majesty's other Dominions beyond the Seas, and it may be safely asserted that the interests of Great Britain, as well as those of most of the over-sea Dominions, owing to the intricate and inter-dependent web of commerce, are equally bound up with the prosperity and interests of India. It is a matter of deep regret to those responsible for the Government of India that they should find themselves at variance on this most important question with the distinguished statesmen who represent Canada, Australia,

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Preferential Trade. (Sir James Mackay.)

New Zealand, and South Africa, and who have stated their case, if I may say so, with an earnestness and an eloquence befitting that high patriotism and love of country which inspire their proposals.

Under the existing fiscal system, India enjoys a highly advantageous position. Since the establishment of the gold standard in India securing a stable rate of exchange, a measure initiated by Lord Lansdowne's Government in 1893, and brought to fruition by you, my Lord, during your term of office as Viceroy, the finances of India have been in a satisfactory condition. The trade and commerce of the country have been prosperous and flourishing, and have been fully equal to the strain of providing the means of remitting the large amount annually required to discharge both her public and private sterling obligations. There is no sign that this prosperity is insecure, nor is any important trade or industry seriously menaced by the restrictive tariffs of foreign countries.

The rapid growth of the external trade of India can be shown by a few figures. In 1896-97 the total value of the sea-borne trade (merchandise and treasure) was 132,000,000*l.* In 1905-6 it was 214,000,000*l.* sterling. This is an increase of 66 per cent. in 10 years. Taking merchandise only, in 1896-97 the imports were 47,000,000*l.* sterling, and exports 66,000,000*l.* In 1905-6 the imports were 69,000,000*l.* and the exports 105,000,000*l.* sterling. Thus imports increased by 4 per cent. and exports by 60 per cent. in 10 years. A very good share in the increased trade of India has been enjoyed by this country. The value of British imports into India in that period has increased by nearly 40 per cent. They still represent 66 per cent. of the total imports of India. A remarkable feature of the Indian figures is the growth of the exports to foreign countries. Some of the best customers of India are the protected countries of Europe. Without the markets which they supply, it is very doubtful whether India could dispose of the particular commodities which she is able to produce.

Mr. DEAKIN: Raw materials?

Sir JAMES MACKAY: Mostly. Further particulars on this point are given in the India Office Memorandum on "Preferential Tariffs in their application to India," which is being submitted to the Conference. It seems, therefore, to be clear that the interests of India call for no change in the direction under discussion. It is equally clear that any change materially affecting the present circumstances of Indian trade might be fraught with danger. The maintenance of an excess of exports over imports sufficient to discharge her sterling obligations is an essential requirement for India.

It is a fact of no small importance that the purchasing power of India in British markets, and her ability to discharge her sterling obligations, are largely dependent on her trade with foreign countries. This is brought out in an analysis of the import and export figures, which shows that, while the British Empire sells to India goods to the value of 50,000,000*l.* sterling, it buys from India goods to the value of 29½ millions only, and that, while foreign countries sell to India only 18,000,000*l.* sterling worth of goods, they buy from India goods to the value of no less than 66,000,000*l. sterling*. It is obviously, gentlemen, the interest of India to retain the goodwill of our foreign customers.

The risk of damage to Indian trade from retaliation by foreign countries cannot be regarded as imaginary, notwithstanding the fact

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(Sir James Mackay.)

that a large proportion of Indian exports consists of raw materials useful to these countries in their industries. It has indeed been suggested that India is in a strong defensive position, as in the event of a war of tariffs she could resort to a discriminating export duty on certain classes of raw material. But apart from the economic objections to which such duties are open, especially as a feature in a scheme of preferential tariffs primarily designed for the encouragement of exports, the practical difficulties in the way of the enforcement of such duties so that they should operate by way of penalty against a particular country, would be insuperable. For the country thus penalised might obtain its supplies through the medium of British or of other foreign ports, instead of direct from India, and it would be impossible to prevent evasion of the duties in this manner. Besides, it is not clear that India enjoys an effective monopoly in any large number of articles that are essential to the existence of foreign industries. Even with regard to certain articles that are essential to the existence of foreign industries—even with regard to certain articles, such as raw jute, oilseed, lac, teak wood, myro-balsams, and mohair, in respect of which it might be said that such a monopoly exists, it must be borne in mind that a substantial increase in price produced by an export tariff might lead, sooner or later, to the production of those articles in other countries, to the discovery of substitutes for them, or to a lessened demand. In any of those eventualities, the export trade of India would be seriously affected.

On the question as to whether India would avoid risk by remaining outside preferential arrangements adopted for the rest of the British Empire, it might be urged on the one hand that foreign countries would recognize the attitude of India, and in the case of adopting measures of retaliation against the British Empire would exempt articles of Indian export from their scope. On the other hand, it might be said that India could not be certain of obtaining such an exemption, inasmuch as foreign countries might impose retaliating duties on Indian articles—and Mr. Deakin gave us an example of this the other day—with the object of attacking Great Britain by injuring Indian trade. Furthermore, if isolated from the rest of the Empire, India might be held to have forfeited any right to be supported against attacks made on her trade; whereas an essential condition of any general preferential scheme would doubtless be that the Empire would act as a united whole in any tariff war, and that any one member who might be attacked would be entitled to support from all the other members. That, I take it, gentlemen, is your idea. Mr. Deakin has referred to an incident which occurred with France a few years ago in regard to Indian coffee, and to another which occurred a little later with Russia in regard to Indian tea. The facts are as follows:—France had a fiscal dispute with Brazil. To put pressure on Brazil a double scale of duty on coffee, and some other kinds of Colonial produce, was introduced into the French tariff, and the higher scale was made applicable to countries which were not specially admitted to the lower scale. Indian coffee imported into France thus, quite incidentally, became subject to a higher duty. We ascertained that France had no grievance whatever against India, and did not desire to penalise Indian coffee, and was prepared to admit it and other Indian Colonial products to the minimum tariff, in return for a purely nominal, or what might be termed in China, a "face-saving" concession. This concession eventually took the form

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of the lowering of the Indian import duties, not for France alone, be it observed, but for the whole world, on two absolutely insignificant articles—vinegar and green copperas. No hint was thrown out in the course of negotiations with France that India might possibly resort to retaliation. Lord Curzon's Government, it is true, suggested that the possibility of retaliatory measures should be mentioned, but His Majesty's Government—and this was a few years ago—declined to adopt the suggestion. They doubted its expediency, and they felt sure that when France had settled her dispute with Brazil, she would take steps to remove India's grievance. The second incident referred to by Mr. Deakin arose out of the action of the British Government in excluding Russian sugar against bounty-fed sugars, in accordance with the Brussels Sugar Convention. The Russian Government protested against this exclusion as being an infraction of the "most favoured nation" treatment, and followed its protest by placing a surtax on Indian and Ceylon teas entering Russia by Europe, or the Black Sea route. His Majesty's Government decided not to retaliate on behalf of Ceylon, and not to authorise retaliation by India. The surtax is still in force, but it has had, apparently, not very much effect on the export to Russia of Indian and Ceylon teas, which has increased not inconsiderably during the last few years, as the following figures will show. The Ceylon export, which was 4,000,000 lbs. in 1899, was 11,000,000 lbs. in 1905. The Indian export, which was 1,500,000 lbs. in 1901-02, was no less than 10,000,000 lbs. in 1905-06. The surtax has evidently not destroyed the Russian taste for the best of tea.

Mr. DEAKIN: If it had, would the Government of India have taken any action?

Sir JAMES MACKAY: We might deal with that if it arises; but it has not arisen so far. An analysis of the export trade of India supports the conclusion that India has practically nothing to gain from the adoption by the Empire of a system of tariffs, discriminating against the manufactured products and food stuffs of foreign countries. In a few articles, such as coffee, indigo, rice, and wheat, it is true that some slight gain is possible if these articles were admitted to the United Kingdom on better terms than the same articles from foreign countries, but the gain would be trifling. Tea also has been suggested as a possible article for preferential treatment. But, gentlemen, Indian and Ceylon teas have now a secure market, as the competition of China has ceased to be important. In a total import of 321,000,000 lbs. of tea—mark these figures—into the United Kingdom, China is now represented by only 13,000,000 lbs. Furthermore, in the Convention of 1902 with China, at the request of Great Britain, the Chinese Government bound themselves—I would like Mr. Moor to note this—to impose an excise duty on machine-made yarn and cloth manufactured in China, when they came to raise the import duties on the abolition of likin, so as to deprive the duties on these goods of any protective effect.

Mr. DEAKIN: I do not know whether you are aware of it, but to some extent a distinct factor in the development of the trade in Indian tea in Australia was, in the first instance, the deliberate Preference given to India, as a part of the Empire against China, a country exterior to the Empire. In the earlier days of the Indian

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tea trade that was quite an influential motive in Australia; afterwards the taste for the tea became established.

Sir JAMES MACKAY: We are very much obliged to you for it. It would be very difficult for this country to press China to observe this undertaking, if, in the English market, Chinese teas were penalised. And, gentlemen, what reason is there for discriminating against China? She buys from this country no less than 17 millions' worth of goods, while the value of our purchases from her are something less than 3 millions sterling. A reduction of the present duty in favour of all teas imported into the United Kingdom, without discrimination, would no doubt, be of some importance to the Indian trade; but that would have no connection with a scheme of preferential tariffs. Whatever benefit might accrue to India and Ceylon from a reduction in their favour, would be obtained, to an almost equal extent, from a reduction to the same amount made on all teas in accordance with the existing policy of the United Kingdom of remitting taxation when no longer required for revenue purposes. The same remark applies practically to tobacco. The present specific duty falls heavily on Indian tobacco, because that is of much lower value than other tobaccos ordinarily consumed, the duty being a specific duty; but any alteration in the duty on cheap Indian tobacco would be an ordinary adjustment of the tax, which could be fairly granted without any departure from the present fiscal policy of the United Kingdom.

Turning now to the other aspects of the question, namely, what advantages India can offer to the rest of the Empire under a preferential scheme, there is no doubt that she has more to give than she could possibly receive. Not only do the exports of India consist chiefly of commodities which are not likely to receive a preference in the tariff arrangements of the United Kingdom, but they go for the most part to foreign countries. On the other hand, three-fifths of the total import trade of India is the produce of the United Kingdom, and the goods belong to classes to which a discriminating tariff could be effectively applied. It is estimated that a third of the goods which the United Kingdom sends to India are exposed to the competition of foreign countries. India, therefore, has obviously more to give under a preferential scheme, than she can receive under such an arrangement. But the risks—and I say so deliberately—and sacrifices which this would involve, are greater than India is prepared to accept.

There is another matter connected with the subject, namely, the question as to what bearing the adoption by the United Kingdom of a scheme of preferential tariffs would have on the excise duty which is now imposed on cotton piece goods manufactured in India and on the exemption of cotton twist and yarn from the customs duty levied on other classes of cotton manufactures. These exceptional measures were adopted when, under financial stress, as his lordship knows, the import duties were re-imposed in order to prevent them from protecting the Indian cotton industry in the smallest degree; and they were defended on the ground that the policy of the British Parliament and the Government of India was one of strict Free Trade. If that policy were modified, the matter would assume an entirely new phase.

It has been suggested that India might join a preferential tariff scheme, with liberty to impose duties of a protective character against imports from the British Empire, is accompanied by still

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heavier duties against foreign imports—something the same as you propose to have in Australia. There is no doubt that, if a preferential policy were adopted which admitted of the establishment of protective tariffs by Great Britain, proposals in this direction would be put forward and pressed by Indian manufacturers. They would claim the same right to protect their manufactures as the Colonies enjoy, and it would be difficult to offer a logical opposition to such a demand. I should like to add here, gentlemen, that a preferential arrangement clogged by a clause against ships manned by natives of India, subjects of the King as we are ourselves, would be extremely obnoxious, not only to Indian opinion, but to Indian feeling.

Mr. DEAKIN: Is it obnoxious to Indian feeling that they are not engaged on ships in His Majesty's Navy?

Sir JAMES MACKAY: No, I do not think so.

Mr. DEAKIN: Is not the Mercantile Marine a support of the Navy? It is with no intention of discriminating in the least degree against Hindoos or any other people of the Empire, but solely with a view to the development of the Mercantile Marine in connection with the general sea supremacy of the Empire that our proposition is made.

Sir JAMES MACKAY: That is rather a matter for the First Lord of the Admiralty. He finds he has no difficulty in recruiting for the Navy.

Mr. DEAKIN: Read Lord Brassey and other critics.

Mr. LLOYD GEORGE. There is some difficulty in the British Mercantile Marine, but no difficulty in finding recruits for the Navy.

Mr. DEAKIN: But the Mercantile Marine is the support of the Navy.

Mr. LLOYD GEORGE: The real difficulty as regards the Mercantile Marine is that sailors prefer going to the Navy; and in the the last few years we have added about 30,000 or 40,000 sailors to the Navy, and consequently the material we draw upon for the British Mercantile Marine has been constantly diminishing. That is our great difficulty.

Sir WILLIAM LYNE: I do not think that was thoroughly proved at the Shipping Conference.

Mr. LLOYD GEORGE: Pardon me, nothing was said about that at the Conference.

Sir WILLIAM LYNE: Yes, something was said about it.

Mr. DEAKIN: I only wish to make it clear at this stage that it is no reflection whatever upon the Hindoos or Lascars as sailors.

Sir JAMES MACKAY: I can assure you we are very glad to hear that. It is very acceptable indeed.

It is believed by the advocates of what is known as fair trade that this country (Great Britain), suffers severely whenever another country from whom she buys does not in a corresponding degree buy from her. In my humble judgment no greater delusion ever took possession of the human mind. If this doctrine were applied to the case of the trade between India and Germany, India and

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France, and India and the United States; Germany, France and the United States would have a serious grievance against India, as they all take from her much more than they sell to her; but we hear of no such complaints.

Dr. SMARTT: Do they take manufactured goods?

Sir JAMES MACKAY: They take what they require.

Mr. F. R. MOOR: Raw materials?

Sir JAMES MACKAY: They buy what they want. The prosperity of a country's trade does not depend on her selling as much to any particular country as she may buy from it. Her balances must be adjusted in the general trade of the universe. As London is the great clearing-house of the world for money and credit, so India is one of the international clearing-houses for commodities. Any measure which disturbs the natural course of her trade as it now exists, must reflect unfavourably not on trade of India alone, but on that of the whole of the British Empire. As Mr. Deakin said in his opening remarks, the interchange of trade only takes place where there is mutual advantage. The benefit cannot be wholly on the one side or the other. To borrow a metaphor much favoured by the Mussulman, no single country can drink up all the water in the sea. We believe that any interference with the unrestricted flow of trade in this country, such as would be caused by the establishment of a general tariff, with all its concomitant customs examinations, appraisements, delays, and expense, would have the effect of materially diminishing the volume of the foreign trade of those islands, and of the trade of the Empire. We believe also that discrimination by Great Britain or India against foreign countries who are India's best customers would be prejudicial to India's trade. It is on these grounds that we take strong and decided objection to a change in the fiscal system either of this country, or of India.

In view of the advantages derived by the Empire as a whole from the possession of India, we suggest that any preference which the self-governing dominions of His Majesty may, in their wisdom, decide to grant to the Mother Country might reasonably be extended to the produce and manufactures of India, and that Great Britain and India should be regarded as one. I would ask Mr. Moor, if I might say so, to remember that our great Indian dependency is a heritage not solely of the people of these islands. It has come down with all its responsibilities from our common forefathers to the whole British race, and its possession and prosperity are a justifiable source of pride to the inhabitants, not of Great Britain alone, but also to their brethren beyond the seas.

Mr. F. R. MOOR: Might I say with regard to that surtax by the Russians on your tea, I did not quite catch what you said about it. It has not affected your trade with Russia?

Sir JAMES MACKAY: In spite of that tax our trade with Russia in Indian and Ceylon tea has largely increased.

Mr. F. R. MOOR: Who is paying that surtax; Russia?

Sir JAMES MACKAY: The Russian consumer; although he has to pay a little more for his tea, he has not ceased drinking either Indian or Ceylon descriptions.

Mr. F. R. MOOR: He is drinking your tea.

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Sir JAMES MACKAY: He is drinking three times as much Ceylon tea, and about eight times as much Indian, as he did a few years ago.

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Dr. JAMESON: The point Mr. Moor wishes to make is that you need not, therefore, be frightened of retaliatory measures by foreign countries. There was retaliation on the part of Russia, and notwithstanding that, they take more tea. One of your points at the beginning of your address was that, supposing this preferential system was adopted, India would suffer very much probably from retaliation by foreign nations.

Sir JAMES MACKAY: One of the points in my address was that it had been argued that India could not suffer by retaliation from foreign countries, because in many of her exports she had a monopoly.

Dr. JAMESON: Then I made a mistake. That it might suffer I thought was a strong point made against our theory of preference. If you say India would not suffer from retaliation on the part of foreign countries, that is satisfactory.

General BOTHA: Lord Elgin, and gentlemen, I have listened with great attention to all the arguments on this question, but I have not been able to bring myself so far to acquiesce and agree with all that has been said here. The question of preferential trade is a matter that was handled by the Crown Colony Government in the Transvaal, and they had a Customs Conference, but the people of the Transvaal have never been consulted on the question of preferential trade. I myself have had no time to get a mandate from the people of the Transvaal on the matter, and I must state that all I can now do is to express the opinion that the resolution of 1902 should continue to stand as it does. I do not see any chance of pressing upon the Mother Country any addition to that resolution. The position that we take in the Transvaal, now that we have Responsible Government, is that the Mother Country ought to leave us alone as much as possible to regulate our own affairs, and, therefore, it is all the more difficult for me to come here and interfere with matters concerning the Mother Country. So far as I can judge the situation, it appears to me that the British people made their voice and opinion heard on this matter during the last general election in England; and, therefore, I am only prepared to stand by the Resolution of 1902, and not to go further. And I only want to say this, that although no preference is given by the Mother Country to the Transvaal, the bond between the Transvaal and the Mother Country will not thereby be weakened. That is all I have to say.

Sir ROBERT BOND: Lord Elgin, and gentlemen, the views of the Colony that I represent were set forth by me at the last Conference, and I stand in somewhat the same position in respect to the resolutions before the Chair as the Prime Minister of Canada. The resolution which will be found on page 36 of the Blue Book was concurred in by me, and I shall therefore adhere to it, especially as my Government are at the present time taking steps to see how the principle contained therein can best be carried into effect. I shall again support that resolution when submitted by Sir Wilfrid Laurier as I understood from his remarks on Tuesday last it will be. In the meantime I should like to express my deep appreciation of the very able manner in which the resolutions now before the

Chair were put forward by the Prime Minister of Australia, and to say on behalf of my government that we desire to co-operate in every way possible towards the establishment of a preferential trade between the Colonies themselves and between the Colonies and the United Kingdom.

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(Sir Robert Bond.)

Mr. ASQUITH: Lord Elgin, and gentlemen, it is now my duty in conjunction with my right honourable friend and colleague, Mr. Lloyd George, to state on behalf of the Imperial Government the view which they take of the matters which have been so ably and exhaustedly discussed around this table during the last two or three days. Let me say, first of all, that I think two things are abundantly manifest and will be gladly acknowledged by all of us. The first is that whatever decision, or if you please, whatever absence of definite decision, may result from our discussions and proceedings, nothing that has been said here, or that can be said here, can in any way weaken our sense of Imperial unity or the desire of every one of the great communities represented at this table, within the limits of its opportunities, and, so far as the interests of its population allow, to promote that unity by every means in its power. In the next place let me add another thing which has appeared, I think, very clearly in the course of discussion, and that is the advantage of debates of this kind. If this Imperial Conference had produced no other results—and I am glad to think it is going to produce a number of very definite and very desirable ones—I think the mere fact that it had assembled round this table during the course of these three days the representatives of the great self-governing communities and the Imperial Government, for a free and frank interchange of opinion on matters of this kind, enabling one to realise as we can never do until we are brought face to face in friendly intercourse with one another, one another's points of view, and, if we differ, to see that that difference arises not from mutual misunderstanding but from a clearer and fuller understanding of one another's position, would in itself have been well worth while as a result to be attained. I am speaking, as I am privileged to do for the moment, on behalf of the Imperial Government. I can assure you, in their name, that we have derived great advantage and benefit from the interesting speeches, particularly the speech of Mr. Deakin, in which the case of preferential trade has been presented during the course of these three days.

But, gentlemen, there is one other thing, one further point, which emerges from the discussion, and which we may regard as common ground between us all. Sir Wilfrid Laurier has often said, I know, from what one has read of his speeches and of his writings—and he was the practical pioneer of Imperial Preference—that in this matter each community of the Empire must primarily pay regard to the interests of its own members, and I was very glad to hear that statement reiterated with great emphasis and explicitness by Mr. Deakin more than once in the course of his speech. There we are all agreed. We desire, as I said a moment ago, within the limit of our possibilities and opportunities to increase the sense, to enlarge the range, and to deepen the foundations of Imperial unity. But, particularly in these fiscal and economic matters, the primary and governing consideration with every one of us—the first consideration—must be how does it affect the community with which we are more particularly connected and which we have the honour here to represent? I believe, in saying that, I shall carry with me the

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unanimous opinion of the whole Conference. Imperial unity cannot be effectively or enduringly promoted by ignoring local conditions, interests or sentiments. As both Sir Wilfrid Laurier and Mr. Deakin have said, nothing is permanently gained for the cause of Imperialism, particularly in matters of this kind, unless what is given is spontaneously offered and what is received is ungrudgingly accepted. I think again I shall have the assent of you all to that.

Many people have endeavoured to explain in a formula or in a phrase that which distinguishes our Empire from the other empires of history, and I shall not enter into the competition. Mr. Deakin used some admirable language in his speech which expressed completely the ideas which most of us I think have in our mind, but we shall all agree in a general way that the special feature of the British Empire has been that it has combined, and has succeeded in combining to a degree unknown in any other combination in history, a loyal and affectionate attachment between the centre and the parts of the Empire, and between the various parts themselves, with complete practical local independence. That is the secret, if we may call it a secret, which we have contributed to the history of Empire. For the first time in the history of the world we have managed to reconcile what hitherto has been found irreconcileable in every political combination, namely, the completest development of local liberty and independence without impairing, nay, rather with an enhancement of a sense of corporate unity and attachment between the parts of the whole. If that is true, gentlemen, of our Empire as a whole, of its structure, and of its foundations, nowhere is it truer, I think, than in this department of fiscal policy. It is by giving, as the Mother Country has done, complete fiscal autonomy to her Colonies—I will not say only by that, but it is partly by that, and largely by that—that we have succeeded in arriving at a working Imperial arrangement. We had our warnings. We tried the opposite policy in the 18th century. We tried to impose our fiscal system, or at any rate to impose taxation which was dictated from here, and not from there, on our self-governing Colonies on the other side of the Atlantic, and we all know the result. We lost them. British statesmen, to whatever political party they belong, have never forgotten that lesson, and during the whole of the Empire building and Empire developing which went on during the 19th century, when every one of the great Colonies whom I see represented round this table one after another received the grant of self-government, our statesmen of all parties were wise enough to recognise that unless they gave to those communities complete fiscal independence, they were giving them a boon which, in the long run, was not worth having, and instead of laying the foundations of a solid and durable Empire, they were simply sowing the seeds of future discord and possible dismemberment.

The Colonies, every one of them—your presence here to-day, and the statements and arguments we have heard during the last few days are sufficient to prove it—have used that fiscal autonomy in its fullest possible sense. They have adopted, practically all of them, a system which goes by the name of Protection. It is not for us to criticise that. We do not pretend to criticise it. Anybody who thinks the British Government or any party in this country is foolish enough, and short-sighted enough, and I was going to say impertinent enough, to preach Free Trade to other countries,

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and particularly to our own Colonies and Dependencies, either as an academic doctrine or a counsel of perfection, or what you please, entirely misunderstands the situation here. I am going to explain, in a moment, why it is that we consider the maintenance of Free Trade essential in this country to our own special interests. But do not let anybody here go away with the idea that we are seeking in anyway as propagandists or missionaries, or still less, as an Imperial power, to press the doctrine of Free Trade on the members of our own Empire. We are not; and the proof of that is, as I said, that the various Colonies have used their fiscal independence, which was rightly and wisely granted, to build up tariff walls, not only against foreign countries, but against the Mother Country also. At this moment in the Commonwealth of Australia itself, British goods cannot get in upon any more favourable terms than goods which come from any other Power. I say again, we do not complain of that. We do not ask you to alter that. You must be guided in a matter of that kind by what you believe to be the interests of your own fellow citizens in the communities to which you belong, and if you conceive, as you do conceive, that in the long run, the social and economic arguments in favour of fostering the growth and development of your native industries by means of protective tariff proves to be the policy most consistent with the special conditions, and with the dominating interests of your own communities, not one word—I will not say of remonstrance, because remonstrance would be a ridiculous thing to speak of—but not one word of criticism will you hear from those representing the Imperial Government. Even now—I call attention to it again, not as a matter of complaint, but as simply a matter of fact—in these very preferential tariffs that have been the subject of discussion during the last few days, there is not one of them which proposes to let British manufactures enter into the Colonial markets to compete on level terms with the Colonial manufacture in regard to the class of commodities the production of which you think it your duty to encourage by protective duties. And quite rightly, from your point of view, if I may say so, because what is the good of protecting and fostering the growth of native industries if at the same time you are going to admit against them into the market the most dangerous competitor in the whole world—because that is what the British manufacturer is.

Dr. JAMESON: We are going to admit the most dangerous before the less dangerous, namely the foreign.

Sir WILLIAM LYNE: The Americans are the most dangerous.

Mr. ASQUITH: You do not quite take my point, which is this, that you are not going to admit anybody, British or foreign, to compete on level terms in your markets in respect of the industries which you desire to protect. You could not do it. It is a negation of Protection. Obviously the thing itself is self-contradictory. I will not go into the question whether the British manufacturer will remain the most dangerous. I think at this moment he still is, at any rate, very dangerous, and you cannot have him in. You know you cannot without abandoning Protection. Why make any disguise about it? We do not make any, and you do not make any. So that you see, under the system of preference, or the mitigated form of Protection which it is proposed your protective tariff should now

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take, it is essential for your purpose in the exercise of your fiscal independence, and in the maintenance as you conceive it to be of your economic interests, to exclude the British manufacturers to a very large extent from your markets. I say I do not make it a matter of complaint, but I note it as a fact taken for granted by everyone round this table.

If we have given, as we have given, and as I have shown, complete fiscal autonomy to our Colonies, and if they have made and are making the fullest use of that independence in what they conceive to be their own interests, let me say that we retain that autonomy for ourselves, and I do not believe that there is a man here who will dispute not only our right, but our duty to do so. We retain it for ourselves, and just as you, examining the special local conditions with which you have respectively to deal in your various communities, have come to the conclusion—rightly or wrongly, I do not say—that is a matter we must leave to the verdict of history—that for the proper and rapid development of those communities the adoption of Protection is necessary or at any rate expedient, so we here, having regard to the special conditions and interests of our population, have come to the conclusion that the maintenance of Free Trade in its fullest and widest sense, is not only expedient but absolutely vital to our economic interests. That is not a sudden or hastily formed opinion on the part of the British people. They came to that conclusion 60 years ago. Someone said in the course of the discussion yesterday, that that was in the belief that the rest of the world would adopt the same view. Nothing of the kind.

Mr. DEAKIN: Was it not prophesied by Cobden?

Mr. ASQUITH: Mr. Cobden did, I think, at one time make such a prophecy. Prophecies are one thing, facts are another. Prophecies are dangerous things at all times, and are sometimes the expressions of a hope. But at any rate that was not the ground—as anyone will see on reading Sir Robert Peel's speeches—upon which Sir Robert Peel, the author of our Free Trade system, adopted Free Trade. He was converted to Free Trade. Why? Not because he thought it was a good thing for the rest of the world, but because he thought it was an essential thing for Great Britain in the peculiar circumstances of her economic conditions. That opinion formed then by Sir Robert Peel, and followed and developed, subsequently, particularly by Mr. Gladstone, has remained for 60 years the very root and foundation of the fiscal policy of this country, and, gentlemen, I am bound to say to you, speaking with the same frankness which you have used in speaking to us, in my opinion, in the opinion of His Majesty's Government, and in the opinion of the vast majority of the people of these Islands, the vital necessity of Free Trade, and the maintenance of it, for our economic interests, is far more demonstrable to-day than it was 60 years ago. How do we stand to-day? Let me ask you to realise what our position is: 43,000,000 of people in these two small islands bearing on our shoulders—I do not complain of it; it is a burden we are quite willing to sustain—the whole weight of the debt which has been incurred in the formation and development of this Empire, bearing also the cost—at any rate, the great bulk of the cost—of the Imperial defence, not only of these islands but of the whole Empire, in all its parts; 43,000,000 of people in two small islands with this burden upon their shoulders, and substantially dependent, both for their food and for the materials for the conduct of their industries, upon extraneous sources of supply. Those are

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the dominating conditions here in Great Britain and Ireland; conditions which do not prevail—happily, or unhappily, whichever way you like to look at it—in any one of the communities which you who sit around this table represent. It is those conditions which we have to bear in our minds, and which we have constantly to keep in view when considering whether or not we shall make this or that change in the fiscal system of the country. To what, with people so circumstanced as I have described, is it due that we are able to maintain, to the extent that we have maintained it, our predominance in the markets of the world amidst growing rivalries? We have seen the development of great industrial communities like the United States and Germany, and the development of yourselves in Canada and Australia, the development on the part of our own kith and kin and fellow subjects. How is it we have been able to maintain our position so far as we have maintained it, and I think we have on the whole maintained it very well? It is due to three things: in the first place to our special productive activity as a people which still keeps us, in many of the most important departments of production, at the head of the world. In the second place it is due to the profits which we derive from keeping open to the whole world the biggest market which is to be found anywhere, so that London and England are the clearing-house in which a great part of the intermediate business, as I may call it, of the whole commercial world is done. And it is due in the third place to the earnings of our shipping, which does the carrying trade, as you know, for more than half the world. Those are the means by which our wealth is maintained and secured, and, gentlemen, they all depend in the long run, as you will see if you reflect upon the special conditions to which I referred a moment ago, upon our being able to maintain, unimpaired in quantity and unenhanced in price, the food of our people and the raw materials of our industries. Curtail the sources of supply, raise the cost of supply, and you strike a deadly blow at the very foundations of our whole industrial system. I am not going to address a lecture to you, as I am sure you will understand, but that, in a nutshell, so far as I can understand it, is the economic situation in these islands. It is not because we have any belief in abstract dogmas, or what are called "shibboleths"—I am sorry to say I heard the word used once or twice in the course of this discussion—it is no question of abstract dogmas, or shibboleths, or anything of that kind. Our Free Trade system here is based upon practical considerations. It results from the circumstances which I have outlined to you, and so long as those circumstances remain we cannot without treachery, not only to our own convictions, but to what we believe to be the true and enduring interests of our people, abandon the foundations of that system.

Gentlemen, I said it was established 60 years ago, but that the circumstances now seemed to us to render it even more imperatively necessary than it was then in the interests of our people. But I must remind you of this: We have recently had perhaps the most remarkable manifestation in modern politics, and the people have given their verdict upon this matter. It is just four years ago since the movement in favour of Colonial preference—I do not like the phrase, because I am in favour of Colonial preference as I conceive it to be properly understood—by means of tariff manipulation was started in this country. I am not going into controversial politics, but I want to recall one or two historical facts. It was started in

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this country by the statesman, Mr. Chamberlain, who presided for so many years with such distinction over the office in which we are now sitting, and who at that moment, I do not hesitate to say, spoke upon Colonial matters to the people of these Islands with a degree of prestige and authority which did not attach to any other individual in the country. It was started by him immediately after his return from South Africa. No political or economic campaign of our time, I suppose, was ever initiated under more glowing auspices, and it went on for three years, and these matters which we have heard debated round the table—I do not for a moment deny, with much freshness of illustration, for which I personally at any rate, as rather an old hack in this controversy, am very grateful—were for three years debated upon every platform and in every newspaper of Great Britain and Ireland. I do not say it completely monopolised public attention, but I can say, as I took some little part in it, that it was certainly in point of public interest the dominating topic during those three years. I myself rarely spoke upon any other subject, and I am afraid some of my friends here could say very much the same. It was certainly a dominating topic during those three years, and it was therefore after the fullest and most exhaustive presentation of the arguments upon one side and the other, that the judgment of the public was finally given. It was not a hurried judgment snatched in moment of excitement or enthusiasm, but a deliberate judgment formed after a most careful and exhaustive presentation of the case, and the result is what you see. Why is it that Lord Elgin, Mr. Morley, Mr. Lloyd George, and myself have the privilege of meeting you here? It is because of that very thing. We meet you here as the spokesmen and interpreters of the verdict given by our own fellow countrymen, and if I were to yield to the seductive arguments of Mr. Deakin—which of course, if it were a personal matter, I should be very glad to do—and to Dr. Jameson's blandishments of yesterday, and were to go down to the House of Commons to-morrow and to say, "Oh, we misunderstood all this; there is something to be said "for it. Let us do what Dr. Jameson says and start on a very small "scale, which will admit the principle and will not do anybody any "good"—if I were to go and make that proposition to-morrow to the House of Commons in any shape or form, there is not a man who knows this House of Commons who does not know that such a proposition would be defeated by a majority of two or three to one. Those are the actual conditions under which we are carrying on the debate at this moment, and therefore, gentlemen, I should not be honest, and should be guilty of the grossest disrespect to you, if I did not tell you that in view of these circumstances it is impossible for His Majesty's Government to propose (and if they did propose it, it is perfectly certain that Parliament would reject it), any scheme of Colonial preference by means of tariff manipulation. I am obliged to state that bluntly and frankly at the outset. You will not suppose that I am wanting in any way in consideration or respect for the various arguments which have been used here.

Now having made that quite plain, as I am bound to do, I should like to deal, and I will do so very briefly, with two or three points that have been made in the course of the discussion. It was said by Mr. Deakin in his lucid and exhaustive address, that we here—and he included the Colonies and the other parts of the Empire—are being excluded from foreign markets by tariff walls. Gentlemen, I do not think that is a proposition which is capable of being sustained.

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We possess, in the case of almost all the countries with whom we are trade rivals, that Treaty stipulation which goes by the name of the most favoured nation clause, and I believe I am speaking well within the facts—and my friend Mr. Lloyd George will, I daresay, be able to supplement it if necessary by actual figures—when I assert these two propositions: that we stand better at this moment industrially in the tariff-protected markets of Europe than any of the nations which have protected themselves *inter se* by retaliation. That is one proposition. I say next—and I believe this to be equally true as a matter of fact—that our foreign trade has been growing of late years in those very protected markets even at a more rapid rate than it has elsewhere. I will not say than it has in China or the Argentine, but certainly than it has in the Colonies. The reason is not very far to seek. Nations may put up tariff walls as much as they like, but if they are well-to-do and go-ahead people, there are a lot of things they cannot do without. You know very well they cannot do without your raw material. We were told the other day by Mr. Deakin that there are some provisions in the German Tariff which operate particularly against Australian meat. I take it from him that is so. But they cannot exclude your wool, and they do not exclude it.

Mr. DEAKIN: America excludes a great deal of it.

Mr. ASQUITH: But I am speaking of Germany; Germany does not.

Mr. DEAKIN: No.

Mr. ASQUITH: In the same way there are a lot of things we make. Although we do not provide raw materials like wool, our exports to Germany are manufactures which the Germans cannot do without, and they recognise it, as everybody must do. We have seen it in the case of Canada. In the long run you cannot go on selling without buying. There is no tariff wall that has yet been erected, even in America, which is the highest of them all, which has succeeded, or ever will succeed in excluding, British goods from a market, so long as British goods retain their pre-eminence in quality and adaptability to the needs of mankind, and so long as those needs remain a constant or growing quantity. You cannot do it, and no power on earth can do it.

It is a very curious thing, and worth noticing in passing, that in the paper to which reference was made yesterday, "Miscellaneous "Statements as to British and Foreign Trade," you will find on page 3 a list of the exports of United Kingdom produce for an average of years, given in the order of the best customer coming first. By far our best customer is British India and Ceylon. As Sir James Mackay has pointed out so well to-day, it is far and away our best customer. The annual average which they took from us in the three years 1904, 1905, and 1906, was no less than 44,381,000*l*., an increase of 10,600,000*l*. as compared with the average of the previous triennial period. India is a Free Trade country, and we get the benefit of Free Trade there. Our second best customer is Germany, with 29,478,000*l*. That is an under-statement of our exports to Germany, because a great deal of what is put down to Belgium, and still more of what is put down to the Netherlands, is no doubt German trade. Germany is undoubtedly our second best customer. Our third best customer is the Australian Colonies and New Zealand. Those are both protected up to this moment. I agree New Zealand is not wholly portected, and gives us a slight preference, to which Sir Joseph Ward referred, but

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Australia up to this moment is a protected market. I simply quote three figures for the moment to illustrate how little permanent effect —I will not say tariffs are not injurious; they are—a tariff wall has in particular the productive power and productive flexibility of a country like this, are really pushing the trade and are determined to force it in.

Mr. F. R. MOOR: I do not like to interrupt, but would you tell us whether the trade with Germany includes in and out trade with you in connection with the raw products of the Colonies which may come here?

Mr. ASQUITH: No, this is United Kingdom produce only.

Mr. F. R. MOOR: It has nothing to do with the Colonies?

Mr. ASQUITH: No. It is our own produce. I do not think, therefore, that the proposition that we are being excluded by tariffs from foreign markets is a proposition which bears close examination.

There is another point which incidentally I should just like to mention, not in any way as disparaging the value of the Imperial markets, but as negativing some inferences which are sometimes drawn, I think, from incorrect or insufficient data. As a matter of fact if you take the trade of the United Kingdom with foreign countries, and with British possessions, and look at it for the last 50 years, you will find that the proportions of that trade which have gone to foreign countries and British possessions respectively are practically constant. Take first the imports for the period 1855 to 1859, 50 years ago—and it is convenient to start there—the total imports into the United Kingdom then were 169,500,000*l.* Of this 76·3 per cent came from foreign countries, and 23·7 per cent. from British possessions—that is not merely the self-governing Colonies, but the whole Empire. I will not weary you by going through the different periods of five years which I have here, but you will find those figures vary very little. They went up in 1900-1904 as high as 79·2 per cent. from foreign countries, and sank as low as 20·8 per cent from British possessions; but in 1906, which is the last year—and this is rather instructive—the total of imports having risen from 169,500,000*l.* 50 years ago to no less than 608,000,000*l.*, an enormous rise, the proportion from foreign countries was 76·6 per cent. as against 76·3 per cent. 50 years ago, and the proportion from the British Empire 23·4 per cent as against 23·7—practically the same thing.

Now look at the other side of the account—exports—and here I am confining myself to United Kingdom produce. In 1855 to 1859, 50 years ago, the total was 116,000,000*l.*, and of that, to foreign countries went 68·4, and to British possessions 31·6 per cent. This last year, 1906, the total had risen from 116,000,000*l.* to 367,000,000*l.*, and the proportions were to foreign countries 67·2; to British possessions 32·8 per cent. So the change has been from 68·4 to 67·2 as regards foreign countries, and from 31·6 to 32·8 as regards British possessions. There, again, allowing for some temporary fluctuation—as, for instance, during the South African war when the exports to a particular quarter were accidentally swollen by special transient circumstances—you will find, if you look through the whole period, that the proportions are practically constant. So that, both as regards our import and our export trade, we stand very much as we were—though the volume has very much

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increased—as regards the proportions which are respectively sent to the Empire and outside it.

I am going to inquire how preference would work out practically, if we adopted your suggestion, but before that, let me say a word or two in reference to these tariffs to which attention has been called, and very properly called, as I think. One of the great advantages at a meeting like this is that we can examine these things much more closely, with the advantage of first-hand knowledge, than otherwise would be the case. We have four tariffs in which preference, or what is called preference, is given or proposed to be given to the United Kingdom. I will not say more than a sentence about those of South Africa and New Zealand. As regards South Africa, I think it is a very liberal tariff to us. I do not pass any criticism upon it; on the contrary, it includes the great bulk of British exports into that country. But it has been in operation a very short time. The circumstances of South Africa during that time have been to some extent exceptional, and I think it is too early yet, as probably Dr. Jameson will agree, to judge what the ultimate effect of that tariff is likely to be.

Dr. JAMESON: Yes.

Mr. ASQUITH: So far, I do not think you can say it has produced much effect one way or the other, but I say that entirely without prejudice to future developments.

Now, I will pass to New Zealand. Here may I say, in passing, how very much indebted my right honourable colleague and myself are to Sir Joseph Ward for the speech he made yesterday. I think he gave us a great deal of most valuable and suggestive information upon a great number of points, and if I may venture to say so, a most admirable contribution to our discussion. The New Zealand preference, as Sir Joseph Ward knows, is only with regard to 20 per cent. at present of the whole British imports to New Zealand. In other words, four-fifths of our imports are left entirely unaffected by it, and it takes the form, not strictly of a preference, that is to say, of a reduced duty given to British produce, but the form of an increased duty imposed upon foreign goods. That, I think, is the effect of that tariff. There again, it has only been in operation for a very short time, and I do not think it is possible to say what its ultimate effect is likely to be, but I do point out that it covers a very small part—only one-fifth—of the whole area of British exportation to New Zealand. I have no doubt, knowing what the fiscal views of the New Zealand statesmen are, it is contrived in such a way that it does not allow serious competition with any native industry there.

I would rather refer at a little more length to the other two tariffs which have been brought before us—the Canadian tariff and the proposed Australian tariff. As regards the Canadian tariff, I acknowledge that it has been beneficial to British trade, and particularly, I think, to our textile industries. I think it has been beneficial perhaps more in the way of arresting a threatened decline in trade than by actually increasing the volume of the trade, or at any rate the proportion of British trade to the rest of the trade done with Canada. But I should like to call attention, not in any controversial spirit at all, to the Canadian tariff for the purpose of showing—because it illustrates my argument very well—how in framing arrangements of this kind the country which frames them is inevitably constrained to

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look to its own peculiar local and economic conditions. It is essential —and Sir Wilfrid Laurier, I am sure, will agree with me—that those conditions are in the mind, and must be in the mind, of Canadian statesmen when they are dealing with this matter. See how it works out. I am not making this a complaint at all. From their point of view they are perfectly right. Canada, in the first place, admits either free, or at very low rates, raw and semi-raw materials. I believe all countries with what is called a scientific tariff aim at that. These come in, of course, from the United States of America, which is geographically near; and, as far as I can make out, about half of them come in free altogether. That is their free list, and, of course, naturally we cannot benefit by that. In the first place we do not export raw material at all to any great extent, and in the next place if we did we probably should not be able to compete, even in coal, with a neighbor which has the advantage of geographical contiguity like the United States of America, with its enormous and inexhaustible resources. In the next place with regard to the Canadian tariff I notice that among dutiable goods the average *ad valorem* rate paid works out at the same figure, namely 25 per cent. for the United Kingdom and the United States, notwithstanding the preference that is given to the United Kingdom. The reason for that is quite plain and very natural. Our goods, which are highly manufactured and finished goods, belong to the more highly rated classes, even after the preference has been allowed for; whereas the dutiable goods which come in from the United States belong to the lower rated classes and therefore on the whole pay a lower average rate of duty. Thirdly, in regard to the Canadian tariff, if you take all goods dutiable as well as free, altogether, the average *ad valorem* rate after allowing for the preference on United Kingdom goods is 19 per cent. and on United States goods 13 per cent. In other words it is 6 per cent. lower *ad valorem* on the total importation from the United States than it is on the total importation from the United Kingdom. That is a tariff which has been, as we know, and we have Sir Wilfrid Laurier's repeated declaration on the subject, not only honestly conceived but carefully worked out, so as to give the maximum preference to the goods of the Mother Country, which is regarded by Canadian statesmen as being consistent with the general economic interests of Canada. I think I am right in saying that.

Sir WILFRID LAURIER: Quite right.

Mr. ASQUITH: Even with the tariff constructed in that spirit and with that intention and by such skilled hands the net result is that we are at a disadvantage as compared with the United States of America, and we are paying 19 per cent import duty as compared with only 13 per cent.

I should like now to say a word about the other tariff, the Australian tariff which I think affords a still more instructive illustration of the practical difficulties which embarras one when one comes to deal with a problem of this kind, not theoretically, but in a concrete form. Of course I recognise to the full what Mr. Deakin said yesterday. So far as our means of information will allow me, I study what is going on in Australia with very great interest; still we are not intimately familiar with all the currents of Australian politics. But Mr. Deakin explained yesterday, and I accept in full what he says—many of us have been through similar experiences in

this country—that this tariff ultimately had to be rather hurried through in the last moments of a moribund Parliament with the prospect of a general election in the offing, and no doubt under those conditions things are done or allowed to pass which if the conditions were more favourable to deliberation and further consideration, would be done in a different way, or not allowed to pass. I accept in full that general explanation, but still this is the only formulated tariff which has yet been presented to us on behalf of the Australian Commonwealth. I do not know, and nobody knows—not even Mr. Deakin, unless he is endowed with that dangerous gift of prophecy—what substitute for this, if any, will hereafter be produced. But I take it as it stands, and examine it as it stands, as it has received the assent of both Houses of the Australian Legislature. It was submitted to the Governor, and because it was supposed to conflict in some respects with some of our treaty obligations he was bound to reserve it for His Majesty's pleasure. Here it is, and if it does not fully represent their considered opinion, being a little hurried at the end, as I say, yet it is the only attempt to put down in black and white so far as I know what the Australian Commonwealth is prepared to offer to this country in the way of preference.

Mr. DEAKIN: As an accompaniment, remember, to the New Zealand treaty, and only as an accompaniment. We did not deal with general preference at all.

Mr. ASQUITH: But this is the only thing we have.

Mr. DEAKIN: Yes.

Mr. ASQUITH: I will deal with it as it stands and see what it amounts to. I should note in passing, though it is familiar to all members of the Conference that the Australian tariff, like the New Zealand one, is not what we call a preferential tariff in the ordinary sense of the word; that is to say, no duty is lowered on British goods, which remain at what they were, but the so-called preference consists in imposing an additional higher duty on foreign goods of the same class. That is the method adopted.

Sir WILLIAM LYNE: But we start with a lower scale of duty than others.

Mr. ASQUITH: Than whom?

Sir WILLIAM LYNE: Than Canada, and, I think, New Zealand too.

Mr. ASQUITH: I daresay. That is not the point I was making. I say your method is to take the existing scale and build a higher brick on to the wall for the foreigner, whereas the Canadian method is to take a brick out, which is the opposite method. I am not comparing them. The whole of this Australian tariff is subject to the condition that it is only applicable to British goods imported in British ships, which was the proposal of the Government, I understand, and to which the legislature added "manned by white labour." That condition in itself is a condition which curtails and cuts down, quite apart from all questions of policy, which I need not go into, the actual ambit of the supposed preference very considerably indeed. I was going to say it was a condition which renders it very nearly nugatory; but certainly, in regard to a very large proportion of our trade, it is a condition which is quite impossible to realise. I shall not go into the political question which is raised by the addition

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of the words "manned by white labour," because that is not for us to consider just now.

Mr. DEAKIN: As a matter of fact, the only line of steamers it would affect would be the P. and O. Company, who carry a relatively small proportion of those goods, because, being mail steamers, their charges are necessarily higher. We opposed that proposition simply on the ground that it is impracticable. How could we tell by looking at goods whether they came by P. and O. or any other steamers.

Mr. ASQUITH: I am obliged to Mr. Deakin for what he has said. He admits it would make it almost unworkable, but apart from that we should never, under any conceivable circumstances, accept here a preference granted to us only in respect of goods carried in ships in which the whole of our fellow subjects in India were not allowed to serve. We could not possibly accede to that, and everybody here would say we would rather have no preference at all than preference limited by such a condition as that. For the moment I was pointing out that to a greater or less degree, but to some degree at any rate, it must limit the scope. What are the articles in respect of which this preference is granted? In point of quantity and proportion, I find 8 per cent of the whole. New Zealand gives us 20 per cent, but this Australian tariff would give a preference in regard to 8 per cent of the total British importation to Australia.

Mr. DEAKIN: I think you will find that balances fully, and more than balances the proportion of British goods on which the duties were being raised in connection with the proposed treaty with New Zealand. Our idea was to balance that for the time being.

Mr. ASQUITH: I heard you say that yesterday, but I am stating that it applies only to 8 per cent of the British importations.

Mr. DEAKIN: About that.

Sir WILLIAM LYNE: That tariff was only as a forerunner, because we could not at that time deal with the matter, in consequence of the Tariff Commission.

Mr. ASQUITH: Mr. Deakin has already said that yesterday. He said it was a forerunner, but I say I do not know what is going to follow the forerunner, or whether anything is going to follow it. I cannot discuss hypotheses and possibilities, and I must take the thing as I find it, and I am bound, whether it is a forerunner or not, to take it for what it is worth, and see what it amounts to. You tell me you are going to do something else. That may be your intention. I am not sufficiently conversant with your politics or the composition of the present Legislature to say whether you will be able to pass through your Legislature any tariff which does not contain this condition about ships being manned by white labour.

Sir WILLIAM LYNE: It does not affect it very much.

Mr. ASQUITH: It affects us enormously. It is a thing which to us is absolutely inadmissible, and I say that in the plainest terms. Let us see what the preference amounts to. In the first place, it applies to 8 per cent. only of British importations into Australia. What is the amount of foreign trade which conceivably, supposing it had its full effect, it would enable the British importer to capture from the foreigner? The precise amount put down is 928,000*l*. If you allow 10 per cent., which I should think was a very fair figure, as the profit that might reasonably be expected to be made if you secure the

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whole of that 928,000*l.* of foreign trade, the net result of this would be a possible profit of somewhere between 90,000*l.* and 100,000*l.* to the British importer there, and to the exporter here; that is upon a trade which amounts to 20¼ millions at this moment. Our imports into Australia, taking the year 1905, were 20¼ millions. 18¾ millions of that would not be affected by the preference at all, and the profit arising from the possible foreign trade which we could capture under it, if everything went well and we secured every ounce under every one of the categories in this tariff for ourselves—the total maximum profit which could accrue to the British importer would be represented at the outside by 100,000*l.* I am not complaining for a moment.

Mr. DEAKIN: You are measuring it, and are quite entitled to.

Mr. ASQUITH: I am not in the least complaining, but pointing out these things as showing the enormous difficulties which, with even the best intentions in the world, encumber the framing of preferential tariffs. Now, I am coming to a point of the highest importance, though I do not want to detain the Conference too long. I have been pointing out from the illustration of these two tariffs, the Canadian and the Australian, the difficulties which tariff framers have who honestly desire to begin a preference in countries like Canada and Australia, which possess a protective system. It is a comparatively easy thing to give a preference when Protection is the basis of your system, because you have only to lower a duty which already exists in favour of the Mother Country, or, as in the case of Australia and New Zealand, to heighten a duty which already exists as against the foreign competitor of the Mother Country. That is a comparatively easy thing to do, and you can do it without any disturbance of the foundation of your system. But just look at our case. Supposing we had to do this. I pointed out in the early part of my remarks why we regarded it as essential that the basis of our fiscal system should be a Free Trade basis. A Free Trade basis means a system in which duties are imposed for revenue, and not for other purposes. Therefore we give at this moment to the Colonies the freest possible market that any community in the world can have. There is nothing that we can give you that we do not give you.

Sir WILLIAM LYNE: You can give us our wine.

Mr. ASQUITH: We tax everybody's wines. We do not tax your wine more than other people's. We give you, I say, everything that is possible for us to give, and under no system of preference could we give you more.

Sir WILLIAM LYNE: I am very sorry to hear it.

Mr. ASQUITH: I am speaking of facts. What you are asking when you come here and talk about preference, and suggest that we should give you preference, is not that we should give you more than at present—we cannot; we give you everything—but that we should take away from others.

Dr. JAMESON: Certainly.

Sir WILLIAM LYNE: If I had a boy, I should look after him before I looked after a foreign boy.

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Mr. ASQUITH: I am not talking about the reason, which may be good, bad or indifferent, but the question what preference can be given. I am pointing out that while it is an easy thing, and quite consistent with the whole fabric and structure of a protective system, either to raise or lower a duty, with a view in the one case to punishment, and in the other case to preference, when you have, as we have, a Free Trade system in which we give everything equally to everybody, you cannot have preference without excluding somebody who at present enjoys the open market from the privilege which at present belongs to him.

In other words, in asking us to frame a preferential tariff, the Colonies are asking us to introduce into our system a set of duties which do not at present exist, and which have no analogy to anything which at present exists, for the purpose not of revenue but for ulterior purposes—the purposes of preference. That which is quite consistent with the framework and spirit of a protective system is a flagrant and undeniable departure from the very basis of our principle of Free Trade. It is all very well for Dr. Jameson to say "Try it on a small scale; give our Cape wines or the poten- "tial tobacco supplies of the Cape a little preference; we do not care "about the amount, but let us have some instalment as an earnest of the bargain." What bargain? The abandonment of Free Trade. That is the bargain. It is not a question of greater or less—not a question of giving it on wine or wool.

Dr. JAMESON: Is not that coming back rather to the fetish of Free Trade?

Mr. ASQUITH: You call it a fetish, but for the reasons I have already given, I call it the principle deliberately adopted and approved by the people of this country, and which they regard, and we regard, as lying at the very foundation of our industrial prosperity. You can call it a fetish if you like, you can call anything a fetish, but with us it is a conviction, not based upon abstract argument, but upon solid experience of the economic conditions under which we live and move and have our being. I am not asking you to agree with it any more than you ask me to agree with what I might call the fetish of Protection. I do not like such words.

Mr. DEAKIN: There was once a fetish of Protection.

Mr. ASQUITH: I do not ask you to agree with me any more than you ask me to agree with you.

Mr. DEAKIN: English Protection 60 years ago was a fetish and nothing else.

Mr. ASQUITH: People then did not think so. It is just the difference when times move. It may be in time you will persuade the people of Great Britain that Free Trade is a fetish.

Mr. DEAKIN: We think it is so now.

Mr. ASQUITH: Go and persuade the people of that, if you can persuade them, and we will have another Colonial Conference, and we will see what happens. But you have first to persuade the people, and so long as we sit here as their spokesmen, and whether you call it fetish or anything else, we have to express to the best of our ability their views. I do not like these questions of terminology which are apt to germinate heat, but never conduce to light. We may be an absolute set of lunatics, wandering in twilight and darkness—

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fiscal twilight—and the time may come when we shall have a rude awakening. We may think, on the other hand, that Free Trade within the Empire will be recognised as an ideal which all the various communities of the Empire ought to aid in constructing. But I am pointing out so long as the British people have taken Free Trade as the basis of their fiscal policy, that is to say, so long as they impose duties for revenue and for revenue only, by seeking to introduce this element of a penal duty directed against foreign produce, the Imperial motive being to benefit your own Colonies and Dependencies, you are introducing something into the system which is absolutely alien to it, which cannot be reconciled with it, and which will sooner or later, and even at once, develop an antagonism which in the course of time must lead either to the exclusion of the new element or to the complete abrogation of the old system. There is no compromise possible between the two. I say that on general grounds. I say while it is easy for you, although practically difficult, as I have shown by the illustrations I have given, in principle to grant preference to us consistently with your protective systems, it is impossible for us to do it without giving the go-by to the very first principles upon which our fiscal system, be it right or wrong, has been established. But let me add to that. What is it that we are to prefer? I have here a table which shows the exports to the United Kingdom—and these would be the subjects of possible Preference—from our various self-governing Colonies that are represented round this table. This is for the year 1905, which I think are the latest full figures available. They are classified here under four headings: "Food, drink, and tobacco" is the first column; "Raw materials and articles mainly unmanufactured" is the second column; "Articles wholly or mainly manufactured" is the third column; and the fourth column is "Bullion and specie." I do not think we need trouble about bullion and specie. Nobody proposes to give a preference to that.

Mr. DEAKIN: We all give a preference to it.

Mr. ASQUITH: There is a natural preference we all accord to it; but I do not think it enters into this problem.

Under the first column, taking the self-governing Colonies, Australia, New Zealand, Canada, Newfoundland, Cape of Good Hope, and Natal, in food, drink, and tobacco, our imports, or rather your exports to us, were 27,742,000*l*. We have not figures for the Transvaal yet. I daresay what appears to come from the Cape would include Transvaal produce and perhaps some that comes through Natal too. I only say that by way of explanation, "Food, drink, and tobacco" is 27¾ millions, roughly speaking. "Raw materials and articles mainly unmanufactured" 32,495,000—32½ millions, roughly speaking; "Articles wholly or mainly manufactured," 5,569,000. The Cape and Natal figures only are for 1904. These are the latest figures we have, and they will do roughly for the purpose. I do not pledge myself to precise accuracy. The members of the Conference will see that of the total importations to the United Kingdom from the self-governing Colonies while only 5½ millions are articles wholly or mainly manufactured, 27¾ millions come under the category of raw material. It is therefore obvious that any preference which we can give which is not to be a nugatory preference, but is to be of real value to the Colonies, must be a preference which applies to one or other or both of the first two columns. A preference given to

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these comparatively insignificant quantities of manufactured goods, 5½ millions, would be of little or no value to the Colonies themselves. If we are to give you a preference of any value we must give it either on food or raw materials, or on both, the considerably larger item according to these figures being raw materials.

Now I have listened and listened carefully to everything that was said by Mr. Deakin, and by Dr. Jameson, and others, and I cannot now make out, and do not at this moment know, whether part of the proposal made is that we should give a preference to Colonial raw materials. I have heard no answer to that question. I have often put it myself. I thought we should get enlightenment upon it in the course of these discussions.

Mr. F. R. MOOR: Are you including Canadian wheat in that?

Mr. ASQUITH: Yes, certainly—in the food, not in the raw material.

Sir WILLIAM LYNE: Do you say only 5 per cent. of manufactured articles came from the Colonies altogether?

Mr. ASQUITH: 5,500,000*l*. It would be more than 5 per cent.

Sir WILLIAM LYNE: What struck me was, if you get such a small proportion as that, you have a tremendous margin where you could give preference on, say, wheat.

Mr. ASQUITH: That is just what I am coming to. It is obvious it is no use giving preference on these manufactured articles. They are a mere bagatelle—a mere drop in the ocean. Therefore, any preference to be really effective and at all evenly distributed between the Colonies must be on food or raw material—one or both. Raw materials, as I point out, come first in bulk—32½ millions. Is it, or is it not, part of the proposition that we should give a preference on raw materials?

Mr. DEAKIN: May I point out that I expressly put aside that question upon the general principle, in which I thought you concurred, that what you would give, the kind and form and extent of your preference, was entirely a matter for yourselves, and it was not for us to attempt to suggest its character? That was my reason.

Mr. ASQUITH: I quite appreciate that, and perhaps I ought not to put it in the form of a question to you, and I will not. But I will put it in the form of a question to myself and I will suppose I am trying to construct a tariff. I think you are quite right in saying that this is a matter which, if the Imperial Government resolved to give preference it would have to settle for itself. So as Imperial Chancellor of the Exchequer, having got a mandate from the country to give preference to the Colonies, I am trying to construct a preferential tariff which is to be fair to the Colonies, which is not to introduce a new and much more objectionable form of preference—I mean preferring one Colony to another—which is not to introduce another and equally objectionable form of preference, namely, the preferring of particular interests in particular Colonies to other interests. But I am trying to construct a preferential tariff which shall be really fair and just. What do I find? What materials have I to go upon? First of all it is perfectly clear my tariff must be a tariff which will impose discriminating differential duties against foreign importations of raw materials and of food. I cannot do it without including both raw materials and food. I will take

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just one illustration, which will show the gross unfairness which would result from not doing so. Take the Cape, represented by Dr. Jameson, what is the condition of things there? The Cape sends us, including all their wine, of which we heard yesterday, 28,000*l.* of food, drink and tobacco, but the Cape sends us 10,281,000*l.* of raw material, very largely diamonds and wool. How can I possibly deal fairly with the Cape, or possibly give to the Cape any preference that is worth the name, unless I impose a differential duty as against the foreigner upon those raw materials?

Dr. SMARTT: Try us with a one-shilling reduction on tobacco.

Dr. JAMESON: Surely that is a difficulty for the Colonies themselves to get over.

Mr. ASQUITH: I was told just now that this is a matter which the Imperial Government must decide for itself.

Dr. JAMESON: Exactly.

Mr. ASQUITH: I am not going to do injustice to you.

Dr. JAMESON: You passed the South African tariff over very lightly, which is very significant, because it gives a preference not only on the bulk of British goods, but on nearly everything.

Mr. ASQUITH: I agree—over 80 per cent.

Dr. JAMESON: It even goes so far as to put 25 per cent. on foreigners on our free list. The only people having a free list in South Africa are the British Government. It was rather significant it was passed over. The tentative tariff of Australia, which is merely an instalment of what is to come, occupied your main criticism. Apart from that, the Cape is willing to give 25 per cent. of its Customs duty preference to the United Kingdom. Knowing there is 28,000*l.* of stuff that comes over and knowing that the Cape cannot get much, the Cape is wishful to grow, and to get something. This is a way in which it will grow if there is a preference on that very small amount which they send at present. That is the answer to that doctrine.

Mr. ASQUITH: Unless human nature at the Cape is very different from what it is everywhere else, if the inhabitants of that Colony found we were giving large preferences to Canada and Australia in respect of wheat, butter, and meat, and things of that kind, which were being very beneficial, I will assume, and considerable in their amount, I should be very much surprised if the people of the Cape would be content to have a small preference on 28,000*l.* of food, wine, and tobacco, when there is 10 millions of raw materials being sent from the Cape to this country every year.

Dr. JAMESON: How does it hurt the Cape if the Cape has nothing of that kind to send over? Surely the Cape is not going to be the dog in the manger and say Canada is not to get it. Of course Canada will get infinitely more advantage than we, but we hope to grow in course of time.

Dr. SMARTT: You made a point upon the smallness of the amount of Cape wines sent to this country. Before Cobden made his treaty with France we sent nearly one million gallons of wine—over 800,000—for consumption in Great Britain, and we send practically nothing now.

Mr. ASQUITH: I agree it has gone down.

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Dr. SMARTT: It would grow up again if preference were granted.

Mr. ASQUITH: As regards wine and spirits, I pointed out yesterday, I believe, that under no preferential system anywhere is that given.

Dr. JAMESON: We have the list here where Australia and Canada give it.

Mr. ASQUITH: I know you have given it as between Colonies—a very small affair—but Canada does not give us any preference on spirits either upon the General or Intermediate Tariff, nor, if we take the Intermediate Tariff as the standard, upon wine either, and none of the Colonies either give or propose to give us any on either wine or spirits.

Dr. SMARTT: The whole amount of those figures is 28,000*l.* sent to Great Britain. With much smaller population than there is at present with preferential treatment on wine, the amount of money paid to the Cape for wine alone was formerly at least four or five times the whole amount now.

Mr. ASQUITH: It is quite possible, but that is not due to mere changes in tariffs but to improved cultivation and improvement in taste. I sincerely hope the Cape wine will become a large and flourishing industry.

Dr. JAMESON: It is very significant that it went down from about 130,000*l.* to nothing, from the date the scale was changed.

Mr. ASQUITH: The whole question of alcohol and wine is one which is very difficult, and it affects our relations with France, Spain, Portugal and Germany. It is one which you cannot deal with in an isolated way. What I am pointing out to the Conference—and I took the Cape as a very good illustration—is that you cannot possibly give a preference which shall be anything like an even-handed preference as between the different Colonies of the Empire unless you include in it raw materials as well as food. No human ingenuity could do it. That is a fact, and a very important fact.

Now, I will come to what is, after all, the crux of the whole matter. If I can only create a preferential tariff in favour of the Colonies by taxing food and raw materials, that is to say, by imposing a duty upon foreign food and upon foreign raw materials which I do not impose upon Colonial food and Colonial raw materials, not only, as I said a few moments ago, am I practically abandoning the very citadel of our fiscal position, but in the opinion of His Majesty's Government, and in the opinion of the majority of the people of this country, I am curtailing the sources of supply and raising the price of the necessaries of life and the necessaries of industry.

Sir WILLIAM LYNE: That is what I dispute.

Mr. ASQUITH: I know you dispute it, and Sir Joseph Ward said yesterday in his admirable speech that if he thought it would have that effect he would not be in favour of preference. I was very glad to hear him say so, and I am quite sure he would not. He does not think it would have that effect, and Sir William Lyne does not think it, and probably the majority of you here do not think it. But we think it would, and the people of this country think it would, and they believe that they have the best grounds for so thinking—grounds founded upon experience. Let me state our position—I am

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not arguing it—it may be right or it may be wrong. This is the position which is held by Great Britain and by the majority of the British people. When you impose an import duty upon a commodity which is a necessary of life or of industry, one or the other, and when the commodity is of such a kind that you cannot substantially make up the supply that you want from domestic sources—given those two conditions and I carefully limit my proposition in that way—sooner or later, though the process may be delayed or deflected for a time, that duty appears in added cost to the consumer. You may think that is nonsense, but that is what we believe to be true. It is what the people of this country believe is true, and so long as they believe that to be true, they will give no Chancellor of the Exchequer—I do not care what political party he belongs to—any mandate or authority to impose a duty upon the things in those two columns, which are the necessaries of life in the first column—wheat, meat, butter, and so forth—and which are the necessaries of industry, many of them, in the second column—wool, wood, and the rest of it. They will not do it. You may think they are wrong, but that is their view. Further, they hold the view, which is also the view of His Majesty's Government, that if you were to impose such a duty, and if the duty had the effect which we believe it would have of raising the cost of these necessaries of life or industry to the bulk of our population, it would not only have that effect, but by raising the cost—because you cannot have two prices in the same market—of the whole of the supply, it would put into the Exchequer a comparatively limited proportion of the additional cost paid by the consumer, whereas the bulk would go to other quarters. There, again, you fly in the face of one of the fundamental principles and rules of our Free Trade system.

Of course, gentlemen, you will not agree with many of the things I am saying. You think, no doubt, other people are right, and that our economic system belongs to the age of the dodo or some other prehistoric period. You may think we are all wandering in Cimmerian darkness. But we are 43,000,000 people, still the richest in the world, still not afraid to speak with our commercial enemy in the gate, and convinced that no system of preference such as you have been advocating with so much ability round this board during the last few days can be adopted in Great Britain which does not involve taxation of our sources of supply, both of food and of raw materials, and a consequent enhancement in the cost of the necessaries of life and of industry, and a corresponding and necessary curtailment in the area and profitableness of the whole of our productive industries. That is our position, and I state it with the utmost frankness, reciprocating the frankness with which you have been good enough to address us; and I am sure you will forgive me if I have used plain language and not equivocated or beaten about the bush. That is our position, and that being so, it is impossible for His Majesty's Government, anxious as they are by every means in their power to promote the commercial development as well as the Imperial unity of this great fabric for which we are jointly responsible, to recommend to Parliament any such fundamental change in the fiscal system of this country as would be involved in the adoption of the proposals which you have laid before us. But I say, and this shall be my final word, while I could not recommend anything in the nature of Colonial preference by the manipulation of tariffs there are many ways in which I think it is not only the interest but the duty of the Imperial

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Parliament to promote the commercial interests of the rest of the Empire. I associate myself with a good deal of what was said by Mr. Deakin, and particularly with what was said by Sir Joseph Ward and also I think by Mr. Moor. I have no doubt that in South Africa as in New Zealand you suffer from what may be called artificial impediments, for instance the subsidising of these foreign lines of steamers, and the imperfection or undeveloped condition of our means of communication as between the different parts of the Empire.

Mr. F. R. MOOR: And the rates on state railways.

Mr. ASQUITH: There again that is an intricate thing with which it is difficult for us to deal. Take the important point raised by Sir Joseph Ward as to what may be called the development of Imperial commercial intelligence. Mr. Lloyd George has already taken steps, but I hope by consultation with you, and with Mr. Deakin's assistance particularly, we may be able to develop that on a much larger scale, because I think it is a monstrous thing that in our own Colonies the foreign tout—if I may use a common expression—going about to look after business can find one of his own nationality to give him all the information he needs for the prosecution of his business, while a Briton or a Colonial who goes to another Colony finds no corresponding facilities. That is one of the things that urgently needs reform, and which cannot be too strongly insisted upon, and which I think we are very much indebted to you for having brought so clearly before our notice.

Again there is this great question—and I do not like, particularly in the presence of Sir James Mackay, to definitely commit myself about it—which affects the Antipodes very much, the question of the Suez Canal and the possibility of doing something to cheapen and facilitate the means of communication through the great waterway.

There is the question referred to by Sir Joseph Ward and Sir Wilfrid Laurier, and also I think by Mr. Deakin, of what I may call inter-Imperial communication. You will not expect me at this stage to commit myself definitely to any particular scheme, but I can assure you that the proposals which Sir Wilfrid Laurier has adumbrated, and which were referred to by other speakers yesterday, are so important and so interesting, and appeal so strongly to the sympathy, and the intentions of His Majesty's Government, that if they can be reduced into a practical form and shown to be of a workable character, you will find no lack of co-operation, nor—I may safely add I think, though I am Chancellor of the Exchequer—any lack of the necessary material assistance on our part in order to bring them into effect. We are most anxious to assist in all those ways.

Take another great question, the question of emigration. I do not know whether the Conference has already dealt with that.

Mr. DEAKIN: We have, in part.

Mr. ASQUITH: That is a most important matter, and a matter as to which there ought to be constant co-operation between the Imperial authorities and the different local communities. I only mention that, not as an exhaustive catalogue, but as an illustration of the ways in which we not only might, but ought, as the Government responsible for the Mother Country, to do all in our power to

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develop and promote better commercial relations between all parts of the Empire. I can assure you, and I am speaking quite sincerely, that it is a most thankless task for a Minister in my position to combat propositions which are concurred in by so large an amount of representative opinion in different parts of the Empire. It is not an agreeable duty at all, but it is one I am bound to perform to my colleagues, and to the House of Commons, and to the country. But, having stated to you quite frankly, and without any reservation or qualification, what our position in that matter is, I can assure you that in all these other directions we are only too ready and anxious to receive and entertain, and so far as we can to co-operate, in carrying into practical effect any suggestions which your combined wisdom may bring before us.

I thank you very much gentlemen, for the indulgence with which you have listened to me to-day.

Mr. DEAKIN: Might I ask one question, having special reference to the exceedingly interesting points which you have just made. I notice that you have for one reason or another excluded from reference the proposition once associated with these various suggestions as to Imperial inter-communication and assistance proposed by Mr. Hofmeyr. I do not know whether you are in a position to say whether it is or is not worth while for us to initiate a discussion, which some of us, if there was time, would be most glad to enter upon, as to the imposition of a small uniform duty all round the Empire upon foreign goods, the proceeds of which should be devoted to what may be termed Imperial purposes, such as the inter-communication you have spoken of. This proposal would not affect either Free Trade or Protection. It would not be a tariff but a surtax, if such a word might be used, to include goods not now dutiable, the proceeds of which would be devoted to Imperial purposes. Since Mr. Hofmeyr proposed it, Sir George Sydenham Clarke has fully developed it.

Mr. ASQUITH: I think that is an idea of Sir George Clarke's.

Mr. DEAKIN: If there was a possibility of any practical result coming from its consideration, that is a method which, quite apart from all fiscal matters whatever, would provide a common fund that could be used for Imperial purposes. Perhaps it is not fair to spring the question on you.

Mr. ASQUITH: No, please do not ask for my answer now.

Mr. DEAKIN: Perhaps you would take it into consideration.

Sir WILLIAM LYNE: Lord Elgin and gentlemen, I have listened with attention to the speech which has just been delivered by the Chancellor of the Exchequer, and from his standpoint, I must admit that it was an able speech and affords food for reply; perhaps not reply on the instant, but I feel when it sees the light of day—I do not know when it will—it will be replied to pretty vigorously. I cannot help saying, my Lord, that the whole tenour of that speech, if I may be allowed to use the term, and I scarcely like to use it, was alien to Britain's Colonies, it was treating the British Colonies on a par with foreign nations. When one remark was made regarding the desire on the part of Great Britain to be allowed to deal with her tariff as she desired and to deal with her domestic questions as she desired, I could not help thinking that that was equivalent to saying that the Colonies were not on a par with or not part of the domestic Empire of Great Britain.

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Mr. ASQUITH: No, I said the exact opposite, that we only claim for ourselves what we concede to them.

Sir WILLIAM LYNE: That is just the point. I feel when Great Britain, our mother, is claiming anything for herself, she should practically be claiming it for all her Colonies too as a part of the domestic machine, because, if we are to have Imperial—I do not like the word, our people do not like the word "Imperial"—Defence and Imperial laws we surely should not be excluded from Imperial consideration as far as our commerce is concerned.

I, as you know, altogether differ—it may be presumption on my part—from the foundation up to the very summit of the structure which the Chancellor of the Exchequer has attempted. I do say from a firm conviction—as firm a conviction as my friend Sir Joseph Ward gave expression to the other day—that if I was under the impression that the proposals we are making would increase materially the price of food or make the condition of the people of Great Britain worse than it is, I do not think that I should advocate it, however much it might be desired. I do not like your absolutely ignoring the whole of the British Colonies excepting India. India cannot be placed, in dealing with a matter of this kind, in the same category as the self-governing Colonies. India is not a self-governing Colonly in the sense in which we are, and therefore I put on one side to a very large extent the remarks made by the representative of that country. When India is prepared to improve and keep up the position of her people, or if I may so term them, her numerous peoples, to a fair state of living, a fair wage, and to place them nearly in fair comparison with ours—I do not say quite—with all other white people of the self-governing Colonies, then and then only is the time when we can make comparison.

Mr. MORLEY: What do you mean by "payment"?

Sir WILLIAM LYNE: They get 4½*d.* a day on board the boats against our men's 5*s.* With the P. and O. Company they get 4½*d.* a day or thereabouts and our men get 5*s.* or thereabouts in our country. When Sir James Mackay speaks of tariffs being no barrier to the exports of India, I can well understand it, because the labour of India is so miserably paid that it does not matter much what tariff it is, they can overcome it; but heaven protect our white self-governing Colonies from our labourers ever being brought down to the condition of the Indian people. I therefore cannot bring myself to compare the conditions of India with the conditions of either Canada, Australia, or South Africa.

I do not wish to say much with reference to the speech that has been delivered by the Chancellor of the Exchequer, because if I were to talk, or we all were to talk, for the next six months, evidently, from the decisive way in which the arguments have been met, we would not have the slightest hope of altering the position. I regret very much that we have come all this distance—my Prime Minister and myself—to get such a reply from the Government. It is to my mind one of those things that will not and does not help to draw together the British Empire. At the onset of the Chancellor's speech, he referred to the unique effect of Great Britain's attitude and her laws and her administration as bringing together and keeping together the peoples of her self-governing colonies extending over the

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world. I do not thing the Chancellor's statement will help that position.

I have prepared several notes, and I do not intend to go much beyond them at present. Perhaps I may have a reply from my friend, Mr. Lloyd George, but it is not for me, after the reply that has been received on behalf of the Government, to feel that we can do more than, if it is proposed, and I hope it will be proposed, pass a resolution in favour of what we have come all this distance for, and then leave it in the position, almost, but not quite, that it was left in in 1902. I heard the remarks made by General Botha when he spoke, and, I think, also the representative for Newfoundland, Sir Robert Bond, in reference to leaving the position exactly as it was by the resolution of 1902. The position has advanced. Under that resolution I find one subsection was: "That the Prime Ministers present "at the Conference undertake to submit to their respective Govern- "ments at the earliest opportunity the principle of the resolution, "and to request them to take such measures as necessary to give effect "to it." Well, in Australia, which is the wealthiest and the first of all the Dependencies of Great Britain, we have done it. We have not only done it but we have done more. We have appealed to the country partly on this question, and as far as I can judge at the present time from the election only last December we have a House which I think will be nearly unanimous upon it. We passed the short preferential tariff, which was only an indication of what we intend to pass hereafter. I may say that when that tariff was submitted by myself with the consent of the Prime Minister and the Cabinet, we did not know quite what the feeling generally of the country was. But now we do, and now we both speak with a very much stronger sense of that feeling than we ever could have done before. I must be allowed to say—and I hope I shall say it without offence in any way—that I think the Chancellor of the Exchequer did not fairly treat or deal with this particular question. He took that instalment of preferential trade that we wish to give to the Mother Country and New Zealand as though it was all that was intended. The Chancellor of the Exchequer says that embraces only 8 per cent. of the imports from Great Britain into Australia, that leaves 92 per cent. that we do not touch at all. He admits the 8 per cent. would give Great Britain 100,000*l*., but says sarcastically what is this 100,000*l*. in twelve months? On his own showing it is about 1,200,000*l*. that we offer to give to Great Britain when we deal with the whole tariff, and I did feel, and do feel, that it was not dealing fairly to Australia and to the representatives we have made of our instinctive desire—I use the word "instinctive" because it is an instinctive desire, and not absolutely a commercial desire on the part of Australia to be linked closer with the Mother Country. I wish to emphasise this particular fact, that on the basis according to the Chancellor's showing of the small forerunner, we offered a preference of some 1,200,000*l*. profit to Great Britain in the year on extra trade.

I hope, in spite of what has taken place, that the Prime Minister and the Cabinet will agree to my testing this matter right through and further impress on the people of Great Britain and on the present Ministry here what is in the minds of her Colonies. Whilst the Chancellor of the Exchequer was speaking he referred to the 43 millions of people in Great Britain. Roughly, as far as my memory

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serves me, the Colonies that are prepared to give preferential treatment to Great Britain have nearly 20 million people. That is getting towards half the number of the population of Great Britain. Surely they should receive some consideration. It is not as though it was 5,000 or 50,000 or five millions, but it is nearly 20 million of people that practically unanimously are asking Great Britain to consider this question. Not demanding it, not in any way saying you shall or you shall not, but saying "We offer you this, and we "hope that you people will see the necessity of dealing with the mat- "ter hereafter."

As to the question of extra cost of living, I do not believe that it will be any more than now to the British consumer. In fact I am sure it will not and in this way: At this present moment we have hardly commenced to grow wheat in Australia. We have a large enough area fit to grow wheat in good districts and with a fair rainfall, if properly put under crop, to supply Great Britain altogether, but unless we know that we are to get a market— and we are satisfied with the price of to-day—we cannot get our farmers to enlarge the area of farming to the extent we desire. But if we could know that we should have preference with Great Britain we should certainly supply a great deal more than 4¼ or 4¾ per cent., which is all we supply to-day of food-stuffs to Great Britain. If we had the opportunity of putting a larger area of grain in, we could do it 3*d.* or 4*d.* a bushel cheaper than we can now send it. So, under these circumstances, I do not think there need be the slightest danger of any additional cost so far as the consumer in Great Britain is concerned.

I hope I may be permitted to have what I say placed on record; it is more necessary now than it was before the statement we heard to-day from the Chancellor of the Exchequer to let the Australian people know exactly what we have attempted since we came here. We came here primarily to deal with this question. It is not the last, the laggard question, of the Conference in our estimation, nor is it so in the estimation of our people. It is the primary reason, if I may so term it, for our being here to-day.

Speaking from the standpoint of an Australian who has never before been out of Australia, I do not come here, and I think my Prime Minister does not come here, to plead in an abject way for anything. We do not come here to filch anything. We do not come here with a view to place the British consumer in a worse position than he has been in. But, speaking as a representative of the greatest, though most distant part of the Empire, I desire clearly to lay before you matters which seem to me to be of great moment to the Empire, and I do not speak with any wish of derogation from that great country Canada; if, however, Sir Wilfrid Laurier will look up statistics, he will find that the export trade of Australia last year was nearly 14,000,000*l.* more than Canada, and the total trade of Australia I think, from memory, is nearly 5,000,000*l.* more than that of Canada; this when we have hardly commenced, as I say, to develop our country.

Sir WILFRID: What was the total trade of Australia?

Sir WILLIAM LYNE: Last year exports approaching 70,000,000*l.*, and about 46,000,000*l.* imports. I think it is between 4,000,000*l.* and 5,000,000*l.* more than Canada. During my lifetime in

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the southern hemisphere I have seen changes occur of startling moment to the Empire, and I feel it my duty to speak to this Conference, and try to give them some idea of these changes which have and are now even to a greater extent taking place so far as we are concerned. The changes I refer to are hard solid facts—to which we in our distant country cannot close our eyes. They are gradually sucking away the trade—and I say this advisedly and with it the employment and life's blood of the people of the Mother Country, and I also say that because the trade would be here were it not being forced to foreign countries, and the employment, too, would be here. I feel that these changes are attacking the very heart of the Empire, and I want it to be understood, with your permission, that I am a strong Britisher. Why? Because my father came from Britain, and because my grandfather came from Britain, but as each new generation comes it has been presented to me very vividly that you want something more than that to keep up the interest that hitherto has been held by our forefathers, and ourselves in Great Britain, and nothing will do that so well as closer unity in commerce. That is one thing that I am very anxious for. I see the younger generation callous to some extent, thoroughly loyal in a sense, but callous. That is not so with the original stock, who were imbued with the feelings of their fathers and grandfathers in regard to Great Britain. This has impressed us very keenly. We want to know more of Great Britain, and Great Britain should know more of us. Unless some means can be devised the foundation of Great Britain itself, the foundation of this great Empire, will be undermined. That is my humble opinion. I also believe that the people will see their commerce slipping away to the foreigner and the various branches of the Kingdom will become scattered units instead of a great Empire, and that for generations at least the whole future of our vast Kingdom must depend upon her retaining her predominance as a world power. We readily acknowledge that in the time of our infancy Britain has protected her children, and that for many generations we hope she will be the mainstay of the Empire. And when in the over-sea portions of the Kingdom we see Britain's trade slipping away, I feel that we, as guardians of the Empire's outposts, are compelled to warn you of the dangers we see attacking the whole of the Empire. You cannot know, except on paper and in cold type —and that is not the best way of knowing—what is to a large extent the feeling regarding what is occurring.

Britain herself is specially interested in this question, for the Colonies, with their vast expanse of territory and immense resources, must develop, must expand, and the only question with us is whether our trade is to increase with Great Britain, or with Britain's competitors, which it is doing now. If with the former, the Empire must prosper; if with the latter, our competitors will gain the benefits Britain is entitled to reap. Australia's raw products are in such great demand all over the world that financially it may seem of little immediate moment to Australia whether they are disposed of in the markets of Great Britain or in those of the foreigner; and that is a matter that is coming very uppermost in the minds of our people. But when I see trade slipping away from Britain, which trade in years gone by has employed, and in many years should employ, greater numbers of her working people I am struck by the injustice being done. I do not want you to be misled by those who

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tell you that if Britain refuses the preference suggested, we shall of necessity make treaties elsewhere. No, Australia is loyal, but that action may compel us to sell our wares to the foreigner instead of to Britain, and we are doing it to a very large extent in some parts now. We can only warn you of what we see, and when you have the full knowledge of things before you, we must, as has been said to-day, and said more than once, leave the matter entirely in the hands of the British people.

When I see our Australian harbours, formerly filled with British ships, now largely filled with foreign, am I not bound as a member of the Empire to tell you of the impression it has made upon my mind? Twenty years ago as one looked over the vast expanse of Sydney harbour you saw the British flag flying at nearly every mast-head. Shortly before I left last month a great proportion of the shipping in the harbour was foreign; I found on further inquiry that nearly half the shipping in Sydney harbour when we left was foreign and a great portion of it was from France. Huge German steamers were at the wharves and in the bay. These carry products of German manufacture to us and some of them are liberally subsidised by their Government to enable their merchants to land their goods on our shores at prices below British; and so they do. Great American liners, Japanese boats liberally subsidised by that far-seeing government, French steamers and "sailors," the latter waiting for our wheat crop; but subsidised by the Government. I saw these cutting into trade that was in years gone by wholly British. When we realise that naval supremacy must largely depend upon mercantile supremacy, surely this increase of the foreigner at the expense of Britain must make us pause and consider if all is well. As a matter of fact some of those great steamers are ready to be converted into armed cruisers—that I know—and to attack British shipping, if the opportunity should ever arise. I can recollect the early sixties when Britain's imports at Sydney Harbour reached 4,000,000*l.*, while German imports only amounted to £20,000, and when 200,000*l.* worth of goods only reached Sydney from the whole of Europe outside Britain. Then out of the total tonnage in Australian waters, 93 per cent. was British and of the crews, 90 per cent. were Britishers.

One word as to a remark made by Mr. Lloyd George regarding the question of 40,000 men increase, I think it was, being taken to the Navy from the mercantile marine. That was referred to in the Shipping Conference and in a paper laid on the table by the shippers; in reply I laid another paper on the table, which I think quite met that statement; there it is to speak for itself.

It was not until 1881 that the increase of foreign shipping began to become noticeable. Last year only 18·9 per cent. of the outward trade of New South Wales went to the United Kingdom, as compared with 25·5 per cent. to foreign countries, and of the inward and outward tonnage of New South Wales shipping, the United Kingdom only furnished 16·8 per cent. of the whole as compared with 22 per cent. furnished by foreign countries. That, my Lord, in itself, is an answer to all the very clever, and if I may be permitted to say so, round-about arguments, that are made to try and prove something else. Those facts—and I think my Prime Minister will say I deal in facts as a rule—were submitted to me after very considerable work by the Department over which I preside, that is the Customs

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Department of the whole of Australia, and therefore, I think you will admit they must be correct or fairly correct. When you see as one can state positively, that this is taking place in Australia, then I think surely it must have some effect upon those who deal with this question in the United Kingdom.

In New South Wales, the foreign tonnage has increased since 1880 from 172,855 to 1,221,389 tons, and approximately last year 7,400,000 tons of shipping entered and left Australian waters, of which less than 2,000,000 tons went to or came direct from the United Kingdom.

During the last 12 years, for which figures are available, the tonnage of the United Kingdom in Australian waters has increased by only 41 per cent., while that of Germany has increased by 155 per cent., United States by 89 per cent., and foreign, as a whole, by over 100 per cent.

Mr. LLOYD GEORGE: What are the actual figures without the percentage?

Sir WILLIAM LYNE: I have not them with me, but I believe I have them all.

Mr. LLOYD GEORGE: Percentages are a little misleading unless we get the actual figures.

Sir WILLIAM LYNE: I will try and get the figures for you.

Mr. DEAKIN: The totals also are apt to be misleading without the percentages.

Mr. LLOYD GEORGE: Yes, I should like them both.

Sir WILLIAM LYNE: Still the shipping returns after all are only like a finger pointing to dangers ahead, and Great Britain still possesses 35 per cent. of the external tonnage in Australian waters, or just equal to that of the foreigner. I want to say in regard to this, that a great question is, is there anything that will weaken the position of Australia or any of the over-sea British Dominions, and make a hostile nation attack quicker, than lessening the bonds of commerce with the Empire, and the balance of that commerce being taken by the foreigner? It seems to me that there is nothing that will do greater harm in the future than this.

It is in the trade returns that we see far more disastrous results have occurred 20 years ago. Of 34,000,000*l.* worth of imports, 25,000,000*l.* worth was from Great Britain, or 73 per cent. Last year, of 38,000,000*l.* imported, only 23,000,000*l.* worth came from Great Britain, or actually 2,000,000*l.* less in the total than 20 years earlier, and showing an all round loss of 13 per. 10,000,000*l.* worth of goods, or more than one quarter, came direct from foreigners, or if, as should be done, the goods manufactured in foreign countries but exported via Britain be added, you will find that of the 38,000,000*l.* worth of imports 13,000,000*l.* worth—or more than one-third—were the products of foreign countries. Compare this with the early sixties, when Britain's share to New South Wales was 4,000,000*l.*, and the rest of the continent of Europe 200,000*l.* only. Taking the returns of New South Wales, it is alarming to find that whereas in the quinquennial period, 1880-84, imports from the United Kingdom reached 49·76 of the whole, in the period 1900-04 this had fallen to 32·06 per cent. During the same period imports from foreign countries increased from 9·71 to 17·71 per cent.

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Australian figures show that there has been an appalling decrease in the employment of some sections of your people, and I wish to refer to the speech that was made by the Prime Minister of Great Britain the other day, wherein he said that in 1880 or 1881 the employment of labour on the soil of Great Britain was 1 million or over 1 million, and to-day it had gone down to a little over 600,000—I think 630,000 or 640,000.

You have lost in that one industry alone, according to what your own chief said, between three hundred and four hundred thousand persons employed.

Mr. LLOYD GEORGE: They have gone into other industries —into manufactures.

Sir WILLIAM LYNE: They are driven into the cities or driven away. It is the worst thing you can do for them.

I desire now to mention just a few matters in which it seems to me your workmen have lost employment, and it meets a statement made by your Chancellor of the Exchequer where he quoted the imports from British Colonies, and showed what proportion was imported of manufactured goods and what proportion was imported of raw material and food stuffs. I will take a very small thing first. Take matches: in five years the imports from Britain have decreased by 25,000*l.* in this one small item, while the imports from Germany have increased by 23,000*l.* Take metal pipes: the imports from Great Britain decreased 26,000*l.* I want Mr. Lloyd George to listen to this; I have had this checked very thoroughly: in metal pipes the imports from Germany increased 17,000*l.*, and from the United States increased 10,000*l.* Then on wire the British imports have decreased 7,000*l.*, German have increased by 10,000*l.*, and the United States increased by 20,000*l.* On paint the British imports decreased 35,000*l.*, German increased 1,000*l.*, and the United States increased 20,000*l.* Then on stationery British imports decreased 54,000*l.*, and German increased 4,000*l.* Then on tools of trade the British imports decreased 12,000*l.* and the German increased 2,000*l.* On wicker work the British imports decreased 1,000*l.*, and the United States increased 20,000*l.* These changes have occurred during the last five years only, and if we went back 20 years the figures would be far more appalling. Many more lines might be mentioned, but perhaps these suffice to show you the trend of trade, and how foreign workmen are supplanting the Britisher in Australia. During the last few years several of the Australian Governments have tried to divert the trade of Great Britain again to them by directing that in Government contracts British goods are to be bought if possible.

After an adjournment.

CHAIRMAN: Sir James Mackay wants to make one word of personal explanation before you begin, Sir William.

Sir JAMES MACKAY: My Lord, I was anxious not to interrupt Sir William Lyne in the course of his remarks, but there was a point where I think he was not quite accurate, and it would only be right to correct him. I understood him to say that the Indian sailors on P. and O. steamers were paid at the rate of 4½*d.* a day. This would be equivalent to nine rupees a month, and there are no Indian sailors, as far as I am aware, who are paid at less than 18 rupees a month.

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Mr. DEAKIN: Ninepence a day.

Sir JAMES MACKAY: That would make 9*d.* a day, in addition to which they get their clothes when they come into cold climates, and the steamers carry, as a rule, double the number of Indian sailors that they would of Europeans. What induces shipowners engaged in tropical trades to employ Lascars or Indian sailors is not economy; but it is because they are really more used to the heat, and they stand the climate better than Europeans do. It is a great hardship for European sailors to be constantly employed in the tropics, and I think, as Mr. Deakin pointed out the other day, the men employed in North Queensland, when they first go there, before they are acclimatised are inclined to give way to drink, and Indian sailors are sober, steady and well behaved men. These are the reasons that induce shipowners engaged in the Eastern trade to employ Lascar sailors. I hope you will excuse me, Sir William.

Sir WILLIAM LYNE: Certainly. I am much obliged, my Lord, to Sir James Mackay for his information. What I said was, that when India placed her people upon nearly the same footing as our British white people in Australia regarding wages and other conditions, then it was time enough for India, which is not in the same category as Australia or the other self-governing Colonies, to make a comparison between one set of men and another set of men; and, in addition, I said that I believed the wages paid were 4½*d.* That is what I was informed on the P. and O. boat the "Britannia." If it is otherwise, I am glad to know it; but that does not do away at all with the point of my argument.

Sir JAMES MACKAY: I do not know from whom Sir William got his information on board the P. and O. steamer.

Sir WILLIAM LYNE: From several of the officers—not the chief officers, but the petty officers. That, however, does not change at all the comparison I was making, even supposing it is 9*d.*, and I presume it is not 9*d.* when they are employed in India and not on the boat. I do not know what their wage in India in rupees is, but I know it is very low. Our men in Australia—and I am not going to compare, nor did I desire to compare, the white men on the boats with the black men, what I compared was the wage of the black men with the wage of the white men in Australia—our sailors get, I think I am quite within the mark in saying, from 6*l* to 7*l.* a month; I am not quite sure, at any rate it is not much under that, if any, and the difference between that and 9*d.* a day is a very great deal even to sailors. That was the object I had in making the comparison I did, although I am thankful for the correction as far as it goes.

Sir JAMES MACKAY: If I may say so, Sir William, I do not think it has ever been proposed in this country, by the Board of Trade or by the shipowners, that Lascar crews or Indian crews should be employed in the coasting trade of Australia.

Sir WILLIAM LYNE: But they are.

Sir JAMES MACKAY: Dear me, no, not in the Australian coasting trade—surely?

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Sir WILLIAM LYNE: Yes, they are; the P. and O. boats carry them.

Sir JAMES MACKAY: The P. and O. steamers run from London and call at Fremantle and go on to Adelaide, Melbourne, and Sydney, possibly up to Brisbane.

Sir WILLIAM LYNE: They do not go to Brisbane.

Sir JAMES MACKAY: The P. and O. are talking about going to Brisbane. Although they call at Fremantle, Adelaide, Melbourne, and Sydney, that is only a continuation of their voyage from England.

Sir WILLIAM LYNE: That does not matter; under our arrangement they are in our coastal trade.

Sir JAMES MACKAY: To that we can take no possible exception, but surely you cannot object to Indian sailors being employed on vessels making voyages from England or any other country to Brisbane, calling at Fremantle, Adelaide, Melbourne, and Sydney?

Sir WILLIAM LYNE: We do, if they compete in the coasting trade, which they do a great deal.

Sir JAMES MACKAY: The interportal or coasting trade of Australia is, of course, a matter which it is entirely within your rights to deal with.

Sir WILLIAM LYNE: They largely enter into the coasting trade.

I do not want to be long in dealing with this question, and at this stage, after the announcement made by the Chancellor, perhaps it may be thought not worth while using any further arguments in favour of our cause, but I feel, and my excuse must be that I am completing my argument, that this is a question which will be read throughout the British Empire, and I hope, and I understand, that in the Blue Book which is to be issued, all that is said here and the arguments advanced will be found, so that everything that is submitted to the Conference will be for the use and information of every British Colony as well as Great Britain.

I wish to further say that while Britain has decreased her exports to Australia by over two million pounds sterling during the last 20 years, Germany has, in direct exports alone, increased hers by 278 per cent., and the United States by 115 per cent., while if the goods actually made in these countries and exported via Great Britain be added, the figures would be even more impressive. All nations except Britain show an increase in their exports to Australia during the past 20 years. To digress a little, I interjected yesterday, or I think Mr. Deakin did, and I supported it, that there were vessels owned absolutely outside of Great Britain that were flying the British flag, and cutting trade between Great Britain and Australia, and that line to which I am referring was the White Star line. I had a deputation from shipping merchants between Great Britain and Australia who gave me the information that that line was seriously injuring the British trade and bringing from America, via Great Britain, exports to Australia at something like 15*s.* or 1*l.* less per ton than that at which they could be sent from Great Britain to Australia.

Now, my Lord, I have, to demonstrate my arguments, a small chart which I desire to submit and have printed with the other docu-

ments, because I find that the best way, as a rule, to bring a matter before people to impress the effect.

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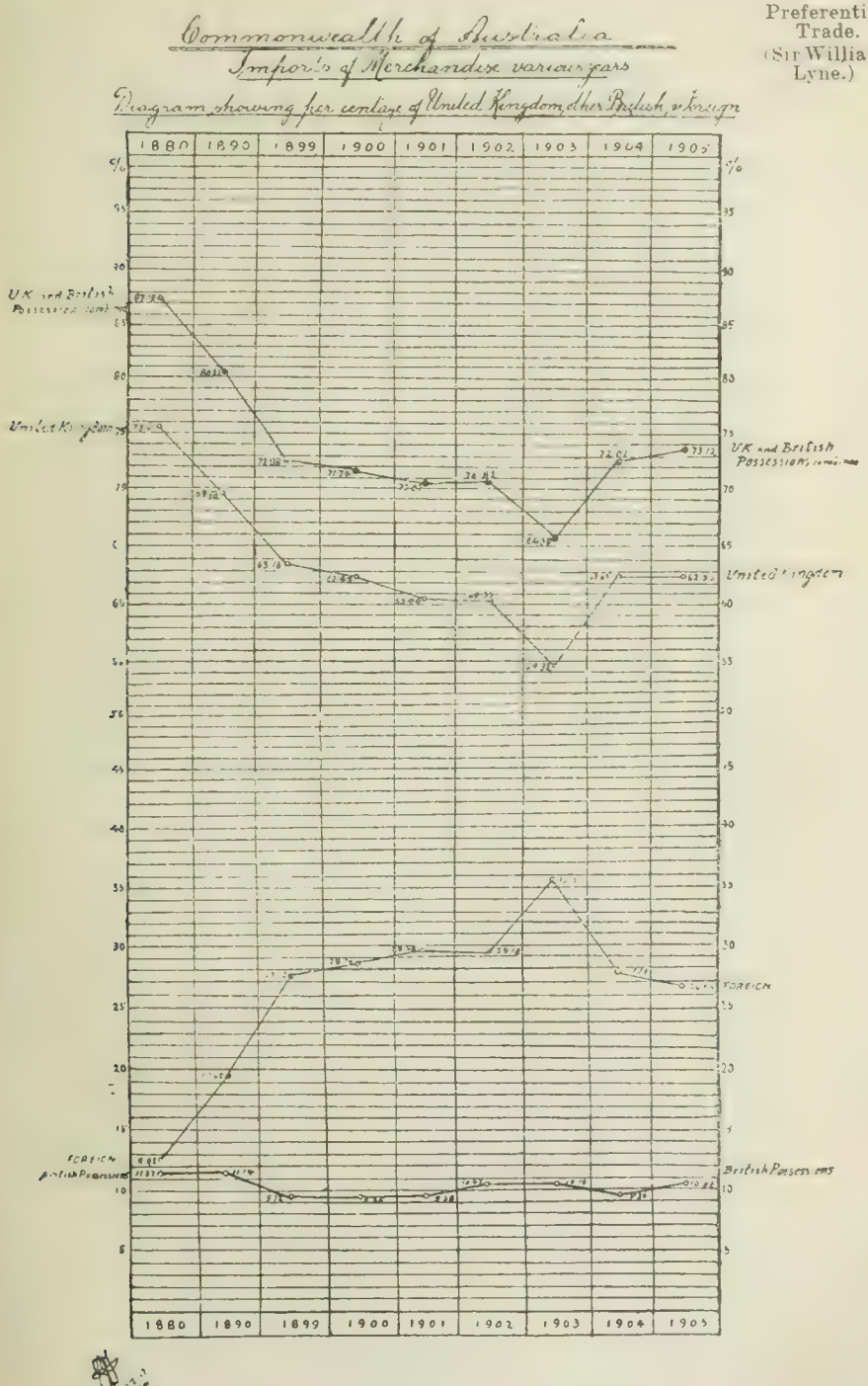

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That chart shows the effect of trade between Great Britain and Australia with foreign and British Possessions from 1880, and if gentlemen will look at it, the second is the line which shows the British trade with Australia from 1880, coming down to 1905. The one above represents the trade with British Possessions coming down to 1905, line three shows the increase of foreign imports. The fourth line shows British Possessions nearly even as far as Australia is concerned. There is one point I wish to refer to. It will be seen that there is a great drop at one particular point in part of the years 1902, 1903, and 1904. I find on examination that that has caused correspondingly an immense increase from foreign countries during these three years of great depression, when a large quantity of foodstuffs, corn, hay, and one thing and another for stock, were imported from South America, some from the United States, but mainly from South America into Australia.

Mr. LLOYD GEORGE: Is that 1903, Sir William?

Sir WILLIAM LYNE: Yes, it is part of 1902, 1903, and 1904.

Mr. LLOYD GEORGE: May I ask another question now, or if you like I will ask it after you have finished explaining the diagram. I should like to know whether these figures represent percentages or the actual trade done.

Sir WILLIAM LYNE: I think it is the actual trade done.

Mr. LLOYD GEORGE: That cannot be.

Sir WILLIAM LYNE: You will find 87 down to 73, and 75 down to 62. They are percentages.

Mr. LLOYD GEORGE: That does not represent a drop in the actual trade?

Mr. DEAKIN: In the totals.

Sir WILLIAM LYNE: It may not be the totals, but it is the proportion.

Mr. LLOYD GEORGE: That is what I want to make clear—that it does not represent a drop in the actual trade.

Sir WILLIAM LYNE: It does not follow that it does; it follows that there is a proportionate drop in comparison with others.

Mr. LLOYD GEORGE: This represents percentage and not actual trade.

Sir WILLIAM LYNE: According to the figures, it is percentages just referred to.

I am convinced that the preference we offer Britain would do much to rectify this—would increase your shipping—and would greatly add to the employment of your working classes. So Australia offers preferential duties on your goods and with it increased emolument to the British workman, and to give him the work and wages that now go to the foreigner. I think there is no question about that.

Preferential trade between the German States made that country the great and mighty country it is. Prior to that they were scattered units, but with the advent of the policy of giving their own people better terms than the foreigner and of protection against the outside world the broken units became a great and mighty Empire. Of course, the cases are not exactly parallel; for the German States were all equally old settled countries with no wide difference be-

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tween the social circumstances of the workers, while in Australia infant industries have to be built up, and the high social condition of the workers must be maintained at all costs. So to put the Australian manufactured goods on an equality as regards price with those of Britain, it is necessary to have some slight duty even on the latter's goods, though this duty will be only trifling compared with that on foreign. Whilst dealing with this question let me add it would be, I think, incomprehensible for anyone to argue that in a great country like we have, and great Colonies such as Great Britain has, with a production of raw material to the extent we have (sufficient to supply Great Britain with all she wants, and a great deal more) we should not protect against outside foreign manufacture mainly. We want to deal, if we can, with Great Britain, but we also want to increase our numbers and wealth by employment on manufactures, and to make ourselves what we should be, a greater country than we are, and a populous country can only be made by the establishment of manufactures.

The German Zollverein in some respects resembles the present proposals for preferential trade within the British Empire. It was founded because the producers of the separate States saw thew were being ruined by the policy of isolation followed by each. A Customs union throughout the Empire was brought about, and the foundation laid of their future greatness. Our Empire may look for equal success if we give greater privileges to each other than to foreign nations. What I emphatically complain of in the able speech I listened to this morning is—it was placing our own flesh and blood, our own kith and kin, in the same category as the foreigner.

It may reasonably be asked what we expect in return. We are making or seeking no stipulated bargain. The whole of this question is founded on aspirations and ideals very much higher than that. It is the unity of the Empire that we are looking to, and we believe that preferential trade will bring this about at no cost to Great Britain. I will just refer briefly to a few of the chief items from your last trade returns with which your Colonies could readily supply you. This is the importation that you have taken from foreign countries:—Grain and flour, 70,000,000*l.* worth; wool, 25,000,000*l.*; meat, 41,000,000*l.*; sugar, 39,000,000*l.*; butter 21,000,000*l.*; wine, 4,000,000*l.*; cheese, 6,000,000*l.*; leather, 8,000,000*l.*; and eggs, 7,000,000*l.* Now there is a margin there of importation which comes mainly from the foreigner; that we seek emphatically to be given an opportunity over the foreigner to supply, and at no greater price, the margin of trade with which you enrich the foreigner but apparently do not wish to help your Colonies with, is sufficient to leave a great margin for your Colonies to supply to the consumer of Great Britain; whilst from various parts of the British Empire could be obtained immensely increased quantities of the tea, coffee, fruits, cotton, tobacco, and other like products which you now obtain from the foreigner. The slight preference which in the past has been suggested from you in return would not, I venture to assert, make your people one penny the poorer, but it would give an additional revenue at the expense of the foreigner—not at the expense of the consumer, but at the expense of the foreigner. The Chancellor this morning—or I rather think it was Sir James Mackay—when asked the question at whose expense was it, who paid the difference, who paid the extra cost, said, in the increased trade to Russia from India,

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though having a higher tariff, "the consumer." In actual practice where you do not put duty on for revenue purposes, and where you reasonably can produce it yourselves or manufacture it, it is the foreigner pays and not the consumer, and that was demonstrated to an extent that never should be questioned in the effect of the German tariff when introduced by Prince Bismarck. If any one would take the trouble to read the opening speech when he introduced his tariff, his prophecy of what would take place six or seven years afterwards, and to read his speech six or seven years afterwards giving in detail the results, they could not, if they followed argument at all, say that in those cases to which I have referred the consumer pays much. The producer who is receiving those goods helps to maintain the treasury of the Empire, but it would give an additional revenue at the expense of the foreigner and create a fund—and I want to emphasise this—out of which your country could follow Australia's example and pay pensions to your old folk who are in need of a well-earned rest in their declining years, and in doing so relieve the community of the enormous burden of poor rates which now fall so heavily upon your middle classes.

I may say that in New South Wales the effect of a Protective tariff, small as it is, averagely low as it is, has given that country a revenue through the Customs which has enabled it to pay about 600,000*l.* a year as pensions to the poor of the community. We are enabled to give them 10*s.* or if a man and wife, 1*l.* a week, and if it had not been for the increased revenue we get through the Customs we would have had difficulty to carry that out.

Opponents shelter themselves behind the plea that such preference will raise the cost of food to the working classes. That such is not the case may be seen from the fact that in 1902, when a duty of 1*s.* per quarter was imposed on wheat in Great Britain, the price fell slightly (it can be proved whether that is true or not), while it rose soon after Mr. Ritchie took off the tax. Again, in 1902, when the duty on wheat was raised in Germany, the price fell 9 per cent., and in France in 1895, when the duty was raised, bread fell 7 per cent.

Now, I give you these instances where the statement that has been made and the argument that has been relied upon are absolutely shown to be fallacious. In fact, tariffs on wheat, unless excessive, have very little influence on the price. It is a commodity regulated far more by conditions of exchange, currency, transport and production. That is what I said previously; give us your market and it will cheapen our cost of production; cheapen our cost, and we can supply you cheaper than we are doing to-day. Also, it is often forgotten in Britain—where popular opinion is that only a small proportion of the wheat used is supplied by British Possessions, that Great Britain itself is a British Possession, and counting "home" supplies and Colonial—it will surprise many to learn (and it did surprise me), that in 1905 55 per cent. of the wheat consumed in Britain was British production, and only 45 per cent. foreign. When these facts are borne in mind, what becomes of the argument of those who allege—mistakenly allege, I say—that a duty of 2*s.* a quarter on wheat would raise the price of bread. I conceive that contention is ridiculous. Yet this little duty of 3*d.* per bushel would encourage the Colonies to put 15 to 20 million more acres of their land under wheat, and to find employment for at least 200,000 more men—Britons I hope—and I wish again to say—I referred to it this morning—that

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the way in which that could help to be done to a large extent is giving opportunity to a quantity of wheat to be grown in centres; giving the Railway Commissioners, as they are now trying to do in New South Wales the opportunity of taking that wheat in full train loads and in bulk, with special trains at a cheaper rate than they can take it now, although they carry it about or nearly 400 miles for 4*d.* per bushel, and it would enable the ship to receive the wheat without the expense of handling, and when it gets to its destination to place it in mills or storage without handling again.

Mr. LLOYD GEORGE: 400 miles for 4*d.* in Australia, Sir William?

Sir WILLIAM LYNE: Yes, I think it is a little over 400 miles, but I know it is about 400 miles for 4*d.*

Mr. LLOYD GEORGE: This is over a State railway?

Sir WILLIAM LYNE: Yes. As I say, this would find employment for at least 200,000 more men—Britons, I hope—who with their wives and families would consume the manufactured products of Great Britain, and thus increase employment in the Old Country. The same may be said of dairying, meat, and many other industries: preference to the Colonies would mean the employment of millions more Britons in your Colonies, and increased markets for British manufacturers. And let me remind you of another reason why this trifling duty of 3*d.* per bushel would not fall on the consumer; it would be encouraging the growth of wheats such as the strong wheats of Canada (I presume that I should be supported in this by Sir Wilfrid Laurier), and the full-floured wheats of Australia. Do you know that a bag of these wheats will make more flour, and that flour, on account of its greater strength and nutriment, will make more loaves per sack than the weak-floured wheats of the Argentine, Russia, or anywhere else. In fact a 200-lb. sack of Canadian and Australian stronger-floured varieties will make 10 to 20 per cent. more bread than the same quantity of Russian flour. On these points, far more than on a trifling duty, depends the price of bread.

Of course, unless some sort of preferential arrangement is arrived at, it is not by any means certain, for reasons already pointed out by Mr. Deakin, that Britain or the Colonies can retain even their present place in the British or foreign markets. Australia, like the rest of the Empire, loses much in foreign markets through not having behind her the voice of the vast purchasing power of the Empire as a whole. On all sides Britain's export trade is being restricted by ever-increasing barriers erected by foreign countries. And yet the solution of the danger is at hand in the system of preferential duties and tariff retaliation; and in answer to that little indication from Mr. Lloyd George I will tell him that if he will be fair and not talk of totals, but talk of proportions as between Great Britain and foreign trade, he must admit it is only a question of time before what I say comes about.

Mr. LLOYD GEORGE: That little interjection of mine had reference rather to the statement you made, Sir William, about the export trade of Britain being restricted more and more owing to the tariff barriers, and I could not repress the exclamation.

Sir WILLIAM LYNE: That is exactly what I thought it did,

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and I say in answer to that that your trade is becoming more restricted in proportion to foreign trade.

Mr. LLOYD GEORGE: In proportion to foreign trade?

Sir WILLIAM LYNE: Yes, that although you supply us with a very large proportion, what we receive from the foreigner is catching you up and beating you in the race.

Some fear that if we enter into this bond of union other nations will permanently retaliate and injure us. That they will permanently do so I do not believe, for nearly 60,000,000*l.* worth of German exports go to the British Possessions. If all British countries were united, I do not believe that Germany, for example, would retaliate and risk losing this vast purchasing power. They are too dependent upon British trade, seeing that over 40 per cent. of their whole exports are sold within the British dominions, but that is not in Great Britain. In trade England alone takes from America and Germany goods to the value of 150,000,000*l.*, while they only take 54,000,000*l.* of English goods. The United States total exports to Britain and British Colonies amounts to 143,000,000*l.* annually, or nearly 50 per cent. of their total exports, and they will not jeopardise this market I feel sure. Rather, if properly handled, they and other nations will take off some of the burdens they now place on our export trade with them.

One of the most common arguments against preferential trade is that its adoption would lead to reprisals, and would tend to endanger the peaceful relationship of the British Empire with the other nations.

In view of the fiscal policies of the various nations it is remarkable that such an argument should be heard. As each individual justly claims the right to arrange his domestic affairs so that they may contribute the maximum amount of happiness and advantage to his family, so surely each nation has the right and undisputed privilege of preserving the welfare of its people and protecting the fruits of their industry.

I do not wish to go over the figures that Mr. Deakin gave. I have most of them, and I will only mention that the British possessions purchase the enormous sum of 800,000,000*l.* worth of goods annually. Great Britain alone purchases annually 565,000,000*l.* worth, of which only 49,878,000*l.* are at present subject to any duty. Herein—in this huge purchasing power if all combine, lies the strength of the British Empire. Foreign nations, which now refuse to buy our goods on equal terms with those of other nations, will treat, and gladly treat, with the British Empire, for the sake of gaining or retaining portions of this immense trade. The power over foreign nations, given by the possession of this great market to be opened or closed at will, cannot be too widely realised, and the Empire's future depends on all combining and using this power to meet attacks by foreign nations on any part of the Empire.

This leads us to another, and perhaps the most important one, of the advantages to be gained by preferential trade. The Empire creates nearly three times the amount of productive employment in Germany and the United States that these countries create in England.

Mr. LLOYD GEORGE: How is that, Sir William?

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Sir WILLIAM LYNE: That is so, and I have obtained that information from certain of the Australian offices here.

Mr. LLOYD GEORGE: That the trade of the British Empire creates nearly three times the amount of productive employment in Germany and the United States as it does in England?

Sir WILLIAM LYNE: It acts in diverting; and what it has diverted and what it will divert into Germany and the United States is to make three times the amount of profitable employment that it does in Great Britain. It has diverted an immense quantity of trade—for instance, a great deal from Australia to Germany—and it is diverting a great deal to the United States that ought to be here and is not, and you do not get the employment.

Dr. JAMESON: If you got it all, you would have three times as much work to do.

Mr. LLOYD GEORGE: That is what I want to know. I do not want to challenge it, but I want to know what the proposition is.

Mr. DEAKIN: We say you will not be able to challenge it very soon.

Mr. LLOYD GEORGE: I thought it would save time if I understood what the proposition was.

Sir WILLIAM LYNE: It is very easy for Mr. Lloyd George to check it.

Mr. LLOYD GEORGE: I cannot check it unless I know what it is. However, Dr. Jameson has explained it.

Sir WILLIAM LYNE: As Dr. Jameson put it, you would have had three times as much diverted employment.

Mr. LLOYD GEORGE: If it had not been for the trade we divert to Germany and the United States.

Sir WILLIAM LYNE: The prosperity of Germany is through Britain's action to some extent. On the mercantile predominance depends Naval supremacy, on which, again, depends the security of the Empire. Great Britain and the Colonies are helping to build up huge foreign merchant navies, which will undermine the strength of the Empire, and it is to be remembered that many foreign Powers subsidise their mercantile marine with a view to relying on it as a reserve in war time. Why should not more of Britain's vast outlay—565,000,000*l.* annually which she pays for imported goods—go towards building up the British Colonies; to increasing their wealth; and to strengthening the British and Colonial merchant navies and the Empire as a whole? Colonial agriculture goes hand in hand with British shipping; increased Colonial production means more material for the British manufacturer and greater purchasing power for the people as a whole. Success of one means success of both. At present we, as a whole nation, are not utilising our powers. Even Adam Smith—the most practical of writers—says "retaliatory duties "are a matter for deliberation when a foreign nation restrains by "high tariffs or prohibits the importation of some of our manufac- "tures into their country." Not only are foreign nations gradually prohibiting our imports, but by heavy subsidies to their traders they are actually ousting British products from British markets. All approve of the commercial union of England, Scotland, and Ireland; of the consolidation of the United States, the federation of South

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Africa, and of Australia—then what reason can be urged against the commercial union of the whole Empire.

Although it has been partially eclipsed here for a brief period (I say "here" because it is eclipsed by the action of Great Britain) by the intervention of political questions of purely domestic character, the time is at hand when I hope there shall be a fresh awakening to the benefits of reciprocity and trade preferences in the relations of the component parts of the Empire. For long an earnest advocate of the policy of preferential trade, my faith in its wisdom, and its ultimate realisation, has never waned.

It is impossible to believe that a nation may continue to mark time in the presence of its advancing competitors and yet retain its power and prestige. And, in view of the very serious problems which have to be faced, who can say that the last word has been said, or that this or that economic faith is for all time and for all conditions?

In regard to that, let me say that the remarks made and the basic principle laid down by the Chancellor to-day that because Great Britain sixty years ago adopted the principle of Free Trade it is a good one to-day, has not a sound foundation, although it suited Great Britain at that time, a time when she outpaced all her neighbours and was at the zenith of her powers in manufactures, surely there is a time when all the people will not say: "I am a Free Trader because my grandfather was"—and that is what most of them do say; they cannot give you any other reason. If you ask nine out of ten, especially those who come to the Colonies as Free Traders (they do not remain Free Traders long) the question why they are Free Traders, the answer of most is, "Oh, my grandfather was one."

We are accustomed to look upon the Empire as a concrete quantity. It is nothing of the kind, but rather a scattered mass of units, some great, some small, bound together to a large extent only by the ties of blood and sentiment. Whether it makes for strength or weakness no man may surely say. In my opinion, compared with the United States and other great Empires, it lacks that cohesion, those qualities of strength and unity of purpose which, welding the whole in a common destiny, afford an unbroken rampart to each storm and danger; and in regard to that, if anyone looks at the map they will see how diversified and how distributed the Colonies of Great Britain are—the Empire of Great Britain; they will see it is the most vulnerable Empire that the world knows, and that is all the more reason why it should be more cemented than it is at the present time, with ties of kinship and of commerce.

The greatest administrative genius of modern times is said to have exclaimed, "Give me ships, Colonies, and commerce," and therein lies the watchword of the present time—British ships, British Colonies, and British commerce.

In a recent reprint of the work of John Barnard Byles, originally published in 1848, entitled "Sophisms of Free Trade and Popular Political Economy Examined," there is a remarkable anticipation of the aspirations which are now finding expression throughout the length and breadth of the Empire: "The great Lord Chatham was "not only a Protectionist but an ultra-Protectionist; jealous even "of the Colonies"—and that is what it seems to me the present Government are—and he said, "They shall not make so much as a nail." That seems to be the policy of Great Britain at the present time;

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because we want to convert raw material into the manufactured article we are not to have preference unless we pull down our tariff barrier to the ground. "The true policy would differ from Lord "Chatham's, for it would treat the Colonists as if they inhabited "an English country, giving them full liberty to grow and manu- "facture what they pleased. It would differ from the system of the "Free Traders, for in place of disadvantages it would give them "in common with all their fellow subjects an advantage in the Im- "perial markets, and take in return a reciprocal advantage in the "Colonial markets; the first markets in the world, instead of being "opened as now to all without distinction, would give a preference "to British subjects. It requires little foresight to perceive how "powerfully self-interest would bind the Colonies to the Mother "country, and the Mother Country to the Colonies. . . . . If the vast "Dominions of the British Crown do not compose a State without "a parallel for greatness and prosperity, the fault must be in the "policy of the Imperial Government," and not of the Colonies. That is truer to-day than at the time the foregoing was written.

The proposal lately made have given life and shape to the ideals. They possess the very ingenious and masterful advantages that whilst each self-governing State may retain its full freedom in regard to domestic and fiscal affairs, it may also participate in an Imperial Customs Union (I refer to those proposals made by Mr. Chamberlain), and whilst preserving its own industries each unit may share and contribute to the prosperity of the Empire as a whole, giving preference to our own people, and combating the competition of the foreigner. In 1889 the late Lord Salisbury, dwelling upon the future of the Empire, sounded a note of warning in the caution: "We "must bring minds not biased by the reflections of the past. We "have to deal with a different set of problems, in respect of which "names, political connections and traditions of parties will help us "very little."

Then the late Lord Carnarvon, of whom it has been said: "He "was amongst the very first of British statesmen to see clearly on "the horizon the coming dawn of an actual Greater Britain, and the "first to counsel timely preparation for dealing with its earliest ne- "cessities," said, in the course of a speech at the London Chamber of Commerce, in 1887: "You have in the first place, a vast Empire, "vast in area, population, and resources, of which, as we may honest- "ly say, the world's history knows no counterpart. It is the first "and foremost of its kind. Within the compass of this great Em- "pire, you have all the products of nature that can be named . . .. "If all the interests and parts of this Empire can be adequately "bound together, the commercial interchange of necessities, com- "forts, and luxuries ought to be achieved within the compass of our "own dominions. I believe, myself, the solution will be found much "rather in the practical adaptation of means to ends" (this is what he says), "and in common-sense determination to combine, as far "as may be, the different interests and resources of an Empire, "which, though divided and scattered geographically, over the whole "face of the world, is singularly and marvellously united in the "heart and feeling, as well as in interest."

I quote these utterances since they reflect the opinions of by far the greater number of Australians.

So far, Canada, South Africa, and New Zealand have pledged

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themselves to this policy, and the Commonwealth has made a modest and initial step towards the common goal, and in Australia we look with anxious eyes to the Motherland for the development of events which will lead to the result we so much desire.

Amidst the stirring events of recent years which have brought Australia closer and closer in touch with the Old World's activities and tragedies, we realise that we must either face the responsibilities of our own protection or be drawn closer to the head of the Empire.

Whatever views to the contrary may find expression, we recognise that our future is inseparably bound with the fate of the Empire whose glorious record has been so remarkable. Our faith is in the Empire, and our belief is that its unlimited resources may supply us with most of our wants. We desire to so arrange for the mutual benefit of each portion of the Empire that we may help each other, strengthen each other, and, above all, prefer our own to all others. We want to concentrate the wealth, strength, and progress of the race by a business relationship which, whilst consolidating its power and prestige, realises its highest ambition in the welfare of its own people.

When we are warned by the oponents of preferential trade against the artificial regulations of trade, it is pertinent to ask, how is it, in the face of modern competition, we find that artificial regulation is winning the race, not alone in the British Possessions, but throughout the globe?

It has been truly said that the boast, "Trade follows the flag," is not borne out by experience. What really happens is that the British flag is followed by foreign trade. It was Lord Farrer, an ardent Free Trader, who said "Free Trade can beget no possible qualities in man; "it leaves the power of nature and man to produce whatever is in "them, to produce unchecked by human restrictions."

It seems to be a strange peculiarity of the British race that it rarely, if ever, foresees or is found prepared to meet those greater emergencies which periodically mark the record of every nation in history. With characteristic confidence it ignores the most potent warnings, trusting to blunder through somehow or other, absolutely unconscious of any other idea than ultimate success.

This has almost, without exception, characterised each war, as well as each serious crisis, in which it has been involved.

It may be possible that this feeling of self-complacency is the real stumbling block in the way of fiscal reform. There has been a growing uneasy feeling for some years past that all is not well with British trade, but the very thought that the fiscal system has outlived its period of usefulness is intolerable to those who have worshipped at its shrine.

In war, a disaster of to-day may be retrieved by the victory of to-morrow, since the reserve strength of the nation is available in all its power for the recovery of honour and prestige, but with commerce the disasters of to-day cannot be so readily compensated for by any victory of to-morrow. Once the tide of trade has drifted into other channels, be sure that it has also carried with it much of the reserve strength of the nation.

Bearing in mind the implicit blind faith of the many in the policy of free imports, it is not difficult to imagine one of its adherents standing beside Macaulay's New Zealander on a broken arch of

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London Bridge amidst ruins of our Empire, self-confident and self-satisfied that in spite of wreck and ruin his faith remains supreme.

I have just a word or two more. In reference to some remarks that were made this morning by the Chancellor, to which I slightly referred previously in regard to the preference that Australia had commenced to give, I wish to point this out, that ours I believe at the present moment is the lowest average tariff known in the British Dominions where there is a tariff at all, that is for Protection, and it is much lower than Canada. I think Canada's is 10 per cent. higher than ours, or thereabouts. Ours averages about 15, while, I think, Canada's averages about 25, or something like that.

Sir WILFRID LAURIER: Between 25 and 26.

Sir WILLIAM LYNE: I think so. Therefore when we offered 10 per cent preference—that is the average of what was offered over the whole of our tariff—that is a very much larger proportion than offering 10 per cent on a tariff such as that of the United States or Canada, or any other place. We went to the extreme limit, I may call it, of offering 10 per cent, when our average is only 15—that is, that Great Britain would have the advantage of all our markets at 15 per cent, while the States would have to pay us the 25 or 10 per cent more; and surely if Great Britain's manufactures are so much superior, as they were described this morning, to those of America and other parts of the world, with the 10 per cent it ought to be a pretty good thing for them. That 10 per cent. is applicable on an immense volume of importation that we do not produce to-day in our manufacture in Australia. To give you an idea—I will not detain you to give you every item—our imports of steel and iron into Australia average 7,000,000*l.* a year, and a very large proportion of that comes from the United States. We want all we can get from Great Britain, and I want to tell you a little incident. You will bear with me for a moment, but this is really emblematical of what Great Britain is not doing. At the present moment in Canada (that is not a foreign country, and therefore we do not complain of them), in the United States especially, and in Germany, they adapt their methods with a great measure of foresight so to our requirements that they absolutely kill the British trade. There was a place called the Clyde Works manufactory near Sydney, where they were supposed to manufacture farming machinery, principally for Australia. I used to see coming from Melbourne as I went over, train loads of manufactured machinery, some coming from the United States and some from Canada. I asked the managing director of the Clyde works how many agricultural ploughs he had sold that year, and he said: "I do not know how many"; I said: "Have you sold any?" and he said, "Yes, one"; and that year I suppose there were thousands, almost tens of thousands, which came into our farming districts. I said to him: "As long as you do what you are doing you will be ruined, and "you will not get the trade. What sort of plough do you make?" and he answered: "A single-furrow plough." I told him that the farmer scarcely ever used less than a three or four-furrow plough, and they are catered for by the ingenious American. Now, this is the typical part of it—I was referring to a man being a Free Trader because his grandfather was, and this man's answer to me was: "Well, I cannot help it, what is good for old Great Britain is good enough for me." That was his answer, and his works closed shortly afterwards. The man is alive still, but he is a Protectionist now.

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I recognise that this position is an awkward one for the Imperial Government. I should feel it awkward if I were in their place, but at the same time it is not insurmountable. I recognise that a general election has taken place, and it is said that Free Trade was one of the principal questions before the electors (whether it is so or not I do not know). What we are proposing, however, is not a question of Free Trade; it is a question, as described by one of those I have just quoted from, to be dealt with under special circumstances and not interfering with the principle of Free Trade, therefore it might reasonably be considered under that heading, and not interfere with the question of Free Trade or Protection. If the Ministry are afraid of that, or if they do not want to do anything to interfere with what they conceive to be the decision of the electors, we in our country are often told that a good way to get over that difficulty is by way of referendum; they could easily remove it from party obligations, and it is important I think to be dealt with in that way if it cannot be dealt with in any other—put it to the electors of this community free from any other question, free from the Education Act, free from any combination of any kind, and ask the British people whether they are in favour of drawing closer together the outlying parts of the Empire, the offshoots from themselves, their flesh and blood coming from Great Britain, and give us some consideration in a preference, even, we will say, in food and drink.

I was surprised at the answer this morning to the interrogation made about wine. What on earth there is to prevent the Government and the British people from allowing some consideration to us in regard to our wine I do not know. I forget at this moment what the tariff in France is, but in my own electorate a large proportion of the wine that is produced there goes to France—it does not come here—and it is then mixed up with the French light wine and sent to Great Britain. We would like to treat directly in our wines with Great Brtain, and there can be no question of dearer food. There are other things; but I refer to that only.

Mr. LLOYD GEORGE: You have got the cheapest rate on your wine, I may point out.

Sir WILLIAM LYNE: It used to be 6*s*.

Mr. LLOYD GEORGE: I went into it a little while ago in the case of Portugal and Spain, and I found that Australian wine came in under the lower rate. I am not sure about the Cape.

Sir WILLIAM LYNE: I want you to consider us a part and parcel of the Empire and not to treat us regarding our trade as though we were Russians (Mr. Deakin: or Italians or Spaniards), as you now treat us. You treat us as though we were aliens, and the speech I listened to this morning makes me think we have little chance of any alteration.

Mr. LLOYD GEORGE: We give you the lowest rate, much lower than Spain or Portugal.

Sir WILLIAM LYNE: How much is it?

Mr. DEAKIN: Are you not hoping to make commercial treaties with other nations? Why not make commercial treaties with your own Dominions?

Mr. LLOYD GEORGE: That is a question which is entirely open.

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Sir WILLIAM LYNE: I thank the Conference for listening to me for so long, but I felt I had to place on record my views, because this is an historical Conference I think, and will be known as an historical Conference, and I certainly hope it is not going to stop here—that the Government will see their way clear to meet us in some way or other and show to our people that we are not those aliens which the treatment we receive seems to indicate.

Adding just a word with regard to what Sir Joseph Ward said the other day, I do hope that some means will be adopted to shorten the time between Australia and New Zealand and Great Britain. In that to my mind, or on that, hangs a great deal. We cannot shorten the distance, but if money can quicken the time and bring your people to us and our people to you, as our railways did before federation, and they brought about federation in Australia, it will do an immense amount of good. I have spoken to my Prime Minister on this more than once. You talk about emigration: I cannot see that it is going to be very successful at present, but spend your money, even if it amounts to half a million annually, in giving cheap and quick communication and we will soon have plenty of emigrants, also have our people amongst you, and yours amongst us.

Dr. SMARTT: After the full, exhaustive, and I might almost say the forcible manner in which this subject has been discussed, it really leaves very little further for any member of the Conference to say, and I feel that all the more, Lord Elgin, after the very able and clever speech to which we have listened from the Chancellor of the Exchequer, because without desiring in any way to appear to criticise that extremely able statement from his point of view, I, as a member of the Conference, and one taking a deep interest in trying to arrive at some solution of binding more closely together the different portions of the British Empire, could not help feeling that that speech, clever as it was, was a brilliant example of special pleading. It was a speech which, perhaps, might have been admirably delivered in support of the doctrine of Free Trade as against any controversion of that doctrine, but I must say I did look for some more sympathetic desire, while maintaining the doctrine of Free Trade (with which we, as members of this Conference, do not want in any way whatsoever to interfere) to try and arrive at some arrangement whereby the differences which separate us might be bridged over instead of meeting us with the proposition that it was absolutely and entirely impossible.

I can only say, Lord Elgin, that looking round the table and seeing the other members of the Government, we may, perhaps yet, get from them a still more sympathetic treatment of the case as we have presented it. I have no doubt that you, Lord Elgin, with your intimate association with the Colonial Office and your knowledge of the fact that it is not in any way whatsoever a matter of "squalid bonds" that makes us urge this question, but an ardent desire to do something whereby you will link up in the future more strongly the bonds that bind together the different portions of the Empire. With your knowledge and intimate association with the Colonies, perhaps you will be able to treat us in a more sympathetic manner than the Chancellor of the Exchequer found himself able to do this morning; because this is absolutely certain, that you have now in the British Colonies large numbers of people who either were born in Great Brtain or who have had intimate associations with Great Britain, but as your Colonies

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increase in size, as your population increases more and more, there will be vast numbers of those people who cannot have the old attachment and the old sympathy with the Mother Country that existing colonists have, and I feel convinced that in the distant future if something is not done to unite more strongly than by mere sentiment the bonds of Empire, the result may be such as many of us here would not at all wish to contemplate.

Now, I think, Lord Elgin, I would perhaps be in order in referring as well to the speech of the representative of India as to that of the Chancellor of the Exchequer. I followed very carefully the speech of Sir James Mackay, representing India, and I was really surprised when he said he regretted to say the Government of India was at variance with the views expressed by the majority of the other representatives of the outlying portions of the Empire.

Mr. DEAKIN: The self-governing portions.

Dr. SMARTT: The self-governing portions of the Empire; and were he here at the present moment I would have liked to have had the opportunity of asking him the question whether, although that may be the view of the Government of India, is it the view of the majority of Anglo-Indians?—and is it the view of the majority of the Indian people? My advices tell me it is not the view of the majority of Anglo-Indians; and it is also not the view of the majority of the Indian people, but though the Indian representative said that, from the point of view of his Government, he was entirely at variance with the arguments put forward by the representatives of the selfgoverning Colonies, he still, in the close of his remarks, went on to show us that he was extremely in sympathy with some of our proposals because, while stating that preferential treatment would be disadvantageous to India, almost in the same breath he stated that it would be a great advantage to India if he could have some reduction on the duty upon tobacco—Indian tobacco being a specially low valued article as compared wth higher valued articles from other countries; and he finished up his remarks by saying that he hoped that whatever advantages the self-governing portions of the Empire gave to Great Britain, they would give those advantages to India. I think I am quite right in thus interpreting what he said; and really we might reply that, while we would be only too delighted to do so, surely we must say that there must be some recognition on the part of India in the way of reciprocating the advantages which he is desirous that we should give to that important portion of the Empire.

Now, Lord Elgin, the Chancellor of the Exchequer stated in his opening remarks that Imperial unity cannot be furthered by ignoring local conditions and local sentiment. With that statement I think every member of this Conference agrees, but my contention is that there appears, on the part of the Chancellor, a tendency to ignore local conditions and local sentiment; and it is because we consider that the local conditions are of such a character and that the local sentiment is so strong that we do think we have a right to appeal to the Imperial Government, and expect that, while not departing from their fixed policy of Free Trade, they will be prepared with some means to meet us on those articles on which they have already a tariff, without asking them to go so far as to put up a tariff upon articles which, at the present moment, are practically subject to no tariff whatsoever.

I was surprised when, as an example, Mr. Askwith gave us his

historical *resume* of the reason of our loss of the American colonies; because really the position is so different from what we are asking for. The reason of the loss of the American Colonies was that Great Britain desired to force her tariff in the interests of her manufacturers, without any reciprocal advantages whatsoever; but that is not what we ask for. What we ask for is that there should be some mutual understanding, that there should be some mutual consideration; and I do think that we have a right to expect, at the hands of the Imperial Government, that they will earnestly try and meet us, and reason with us, and see if there is no way whatsoever in which they can meet a sentiment which is very strongly existent throughout the length and breadth of the Empire.

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When Mr. Asquith, in his able address, stated that he felt convinced that if this question of Free Trade as against Protection was to be laid before the House of Commons the vote would be two to one or three to one against any alteration of the principle. We do not ask the Imperial Government in any way to alter principles to which they are pledged, and which are their conscientious convictions, but I do make bold to say this, Lord Elgin, that if Mr. Asquith would go to the House of Commons, and, while retaining the doctrine of Free Trade, would plead as strongly the possibilities of meeting us in some way, as he has pleaded hard in the opposite direction, the majority might be entirely different. Because I hold before me at the present moment a Bill dealing with the tobacco industry in Ireland, and it was news to me, and I have no doubt it was news to many people in Great Britain, that the laws of this country are of such a character as to make it absolutely prohibitory to grow tobacco, which could be made a very profitable industry in Ireland. That really brings me back to the fact that although things may have been very good 60 years ago, really there comes a period of time when it is worth while considering whether they should not be altered.

Now with regard to the tobacco: I am perfectly certain that Ireland would accept it. You are now introducing a Bill withdrawing the restrictions in Ireland when the Excise Department have made proper arrangements for collecting the excise; and surely a reduction in the duty on tobacco might be accepted by the Imperial Government and by the House of Commons. I believe at the present moment there are arrangements whereby the Imperial Government have committed themselves to the principles of preference in connection with tobacco that is grown in Ireland; and I should like Mr. Lloyd George to tell me if I am incorrect, although it may be stated by the Chancellor that it is grown for experimental purposes; and whereas the excise upon ordinary tobacco coming into England is 3*s.* a lb., the excise upon this tobacco is 2*s.* a lb., making thereby a differentiation in favour of the Irish article, even although you may meet any argument by stating that it is only for experimental purposes. Surely it would be very welcome to the Irish members, who are strong supporters of the Government, as also to the Colonies and India. That will at once reduce by 80 the majority which Mr. Asquith said would be opposed to any alteration of the tariff. Surely it would be advantageous to Ireland, which has great possibilities for growing tobacco; and surely it would be enormously advantageous to South Africa and to Australia if, instead of putting up the duties, you were to reduce those duties to your own people who can grow tobacco within the British Empire. I hope, Lord Elgin, this is a

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question upon which you, and the other members of the Government, have not yet definitely made up your minds.

There is another matter (wine) that was referred to very fully by Dr. Jameson; and I really was surprised when the Chancellor of the Exchequer said, while Dr. Jameson was speaking yesterday, that no country had given a preferential tariff in so far as alcohol was concerned. I have before me here the reciprocal arrangement that has been entered into between South Africa under her Customs Union and the Commonwealth of Australia, and I find in that tariff, notwithstanding what has been said to the contrary, there is a differentiation made in favour of South African alcohol. That is, that although the Commonwealth of Australia are producers of alcohol themselves, having under our preferential Treaty protected alcohol for reciprocal considerations that have been given them by the Colony of the Cape of Good Hope, they are prepared to receive our alcohol at an advantage over that of foreign countries. With regard to our wine, my friend Sir Wilfrid Laurier will bear me out, that whereas wine entering Canada pays, I think, 1*s.* 0½*d.* a gallon up to 26 degrees of strength, plus 30 per cent. *ad valorem*, and wines exceeding 26 degrees but not exceeding 40 degrees are charged an additional duty of 1½*d.* a gallon for each degree, the whole *ad valorem* duty on Cape wines up to 40 degrees is rebated under the reciprocal arrangements we have with Canada in the case of that duty; and it is especially suitable to Cape Colony, many of our wines being of high alcoholic strength. We are relieved from the 30 per cent. *ad valorem* duty on the wines of over 26 per cent.; and our wines up to 40 per cent. are entirely relieved from the duty. That was the reciprocal arrangement entered into with Canada, and I believe Sir Wilfrid Laurier will agree with me that it is to the mutual benefit of South Africa and Canada, because we are not a wood-producing country, and surely if we require wood and lumber in South Africa, is it not better, is it not just, is it not right, that we should sacrifice something to buy that lumber from another portion of the British Dominions rather than buy it from a foreign country—every increase in their trade assisting them in competing against Great Britain in securing their hold on the markets of the world?

Mr. LLOYD GEORGE: Would you extend that to wool?

Dr. SMARTT: What I would at once say with regard to that is that I am not prepared to bring the matter forward now. It is a matter to be fully considered by the British Government; and it is a matter to be fully considered by the British people—the whole position as to what reciprocal arrangements will be to our mutual advantage; but I do say that because you may not be prepared to bring that forward at the present moment in connection with wool or in connection with food, it should be no reason to prevent your considering it in connection with wine and tobacco; and perhaps in connection with sugar, on all of which you can reduce your duties, and in each case you will assist your fellow countrymen in the Dependencies of Great Britain beyond the Seas. I might at once answer further to that, that, as Sir William Lyne has pointed out, perhaps the 1*s.* duty upon corn did not in any way cost the consumer in England anything extra, and I will call as a witness, in favour of that, the representative of India, who told us that notwithstanding the surtax upon tea in Russia, the Indian people continued to send increasing quantities to Russia. What was the reason? That the Indian people

had to reduce the prices to meet the conditions which existed, and the consumer in Russia was paying nothing extra whatsoever for the tea otherwise they could not possibly have materially increased the amount of their supplies to that country; and the same principles might apply to corn. Tenth Day. 2nd May, 1907. Preferential Trade. (Dr. Smartt.)

Now, the Chancellor of the Exchequer stated that Great Britain was retaining her predominance in the markets of the world, and he gave us figures to show that the imports and exports during the last 50 or 60 years (I did not take a note of his figures) had materially increased, and that the proportion of those imports and exports had practically remained upon the same basis. That is true. But have not the imports and exports of other countries that, 50 years ago, had practically no manufactures at all, increased in a much greater proportion than the imports and exports of Great Britain? I think it only right, Lord Elgin, here, in the interest of British manufacturers as well as of the British Empire, to make a statement which can be substantiated by facts; viz., that we in the Colonies do not feel that Great Britain is retaining her predominance in manufacturing goods as she did in the past. At the present moment the Colony of the Cape of Good Hope, to secure their rolling stock and railway material from the manufacturers of Great Britain, is obliged to instruct her Agent-General to give 10 per cent. preference to the manufacturers within the Empire; and I ask you, Lord Elgin or I ask anybody if that is not an advantage to the British manufacturers, and if it is also not an advantage to the British workman who turns out the things which the manufacturer supplies? Some short time ago, we ordered a million and a quarter pounds' worth of rolling stock. It may be a small order, but on that million and a quarter pounds' worth of rolling stock, we were prepared to back our opinions by paying 125,000*l.* extra to purchase it within Great Britain, and I say unhesitatingly, that had we refused to pay extra, that order would have gone to a Continental nation, and gone to a nation which was Britain's greatest trade rival. Surely we must acknowledge that every order of that sort that does go to a rival of Great Britain allows that country still further to protect her means of manufacture and allows her still further to improve her naval power and everything that appertains to assisting and protecting her trade.

There is another matter I might mention with regard to the predominence of British manufactures. I think if I were to go to Manchester and discuss matters with the Manchester print manufacturers, if they were honest they would recognise that during the last 10 or 15 years, owing to the admirable commercial and technical training that the German people are receiving, Manchester at the present moment has an enormous competitor, especially in her prints and things of that sort, owing to the magnificent commercial training that the workmen of Germany are receiving, and Germany is thus securing a great hold in these articles in the markets of the world and in the markets of the British Colonies; and were it not the case that in the Cape Colony we give 25 per cent. preference in our tariff on manufactures of that character, Germany would more and more supplant Manchester in supplying those goods which are so largely used by the people of the country and form one of the great staples of dress of the native population. I see that Mr. Lloyd George perhaps does not agree with me.

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Mr. LLOYD GEORGE: No.

Dr. SMARTT: Well, I know that if you would get a return of the amount of print and art things of that sort that are entering the Cape Colony, you would be surprised to find how, by degrees, Germany is securing a market which was formerly held by British manufacturers.

Mr. LLOYD GEORGE: Cotton fabrics?

Dr. SMARTT: Prints especially, those cheap designs of prints with colouring and everything of that sort. The Chancellor of the Exchequer has said, and to be sure it is very depressing to us to hear it, that the people of this country for three years have had the case of preferential tariffs put before them in the most admirable manner, but nevertheless they had unmistakably and unalterably made up their minds. I am very sorry to hear it. Personally I do not believe that it really and truly describes the situation, because I think anybody who looks round here will acknowledge that there is a very strong undercurrent among the people of Great Britain in the direction of recognising that tariffs must be treated scientifically like everything else, and that there are periods of time when you must revise everything you have done in the past, and see what is necessary to be done in the future, and I hope that that is the spirit in which the present Government will look into the whole situation.

With regard to the statements which have been made as to the amount of Colonial goods, especially raw products, going to foreign countries, I must say, Lord Elgin, that I cannot view that with the same equanimity with which the representative of India or the Chancellor of the Exchequer viewed it, because what does it mean? The Chancellor of the Exchequer referred to the wealth of London; he referred to London being the clearing-house of the world, but surely your returns show that London's pre-eminence is day by day and year by year becoming undermined. Surely anybody that has any knowledge of the wool industry in the Dependencies knows that, year by year and day by day, that industry which formerly ramified in London is gradually leaving the London market, and is being sold direct on the various markets of Europe. You may say that is necessary, that it reduces the cost of the raw material, but surely when Sir James Mackay and the Chancellor say that the countries that are supplying these articles are still getting more largely goods from the foreign countries in payment, I would say at once, would it not be better if by some mutual understanding we should see that that wool is worked by the looms of Bradford, and that the goods made from that wool are sent to the Colonies from the looms of Bradford, and not sent to the Colonies from German or other manufactories? This is the reason why we desire to ask you fully to consider this question, because there is no doubt that in the Colonies we see day by day that we are receiving more foreign supplies, and it is because those of us especially who feel the deepest sentiments of attachment to the Empire realise that without preferential trade it will be impossible to prevent that drift of trade which is taking place that we so strongly urge the Imperial Government carefully, dispassionately, and absolutely disassociated from political considerations, to reconsider the whole situation.

With regard to food: I can thoroughly understand the feeling of a large section of the people of Great Britain who hesitate to do

anything that might be said to increase the cost of living, but have the Government of Great Britain, or have the people of Great Britain ever considered what their position would be in the case of a great European war? We are always told that while the Navy holds the seas England will be able to feed herself; but supposing you had a great European war, and you had a combination of great wheat-producing countries against you, and by your policy you refused to encourage Canada, Australia, and other portions of the Empire—with their enormous resources—the command of the seas would be useless if the countries who grow wheat were banded against you and you would not ship that wheat to feed your starving population. Surely that is worthy of consideration on the part of an Empire whose existence in a period of war depends on being able to feed her people.

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Mr. WINSTON CHURCHILL: You have suggested rather a curious alliance.

Dr. SMARTT: Mr. Winston Churchill suggests it would be rather a curious alliance. We have seen extraordinary alliances; and I say that for the safety of a great Empire like Great Britain and her Dependencies, we have no right to take any chance in the matter, however small that chance may be. Nobody would take a chance of that character in his ordinary business matters; he would insure his goods to the fullest extent and I do not think, although the contingencies may be very far distant, we have any right whatsoever to take a chance of that sort.

Now, Lord Elgin, I feel I have really taken up perhaps too long the time of the Conference, but I am only mentioning these things because I feel them very acutely. I should like to assure you, Sir, and I believe I speak the views of everybody in this room, that we have no political considerations in any way whatsoever, as between the two great parties in this country; we only consider that it is our duty to urge upon the people of Great Britain the advisability of considering whether there is not some small way in which they can meet what in the Colonies is considered to be a matter of vital importance to the future well-being of the Empire.

Mr. LLOYD GEORGE: I suggest, Lord Elgin, that now we might adjourn because I should like, before I say anything, to hear from Mr. Deakin what his view is about the treaties. I cannot deal with that now, and I think it is so much better, as Sir Wilfrid Laurier has suggested, to deal with the whole thing at once. It would be an advantage to me if Mr. Deakin were able to put that point before I reply.

Mr. DEAKIN: Certainly.

Mr. LLOYD GEORGE: I know he is not prepared this afternoon.

Mr. DEAKIN: I had no expectation that this would come forward, and have not the papers with me.

Dr. SMARTT: As the figures were quoted, I wish to put the case of the Cape as fairly as possible with regard to the condition of the wine industry. Previous to the Cobden Treaty of 1860, I think we sent over 800,000 gallons of wine to Great Britain. When Mr. Cobden went to France with a view to getting a market for certain British manufacturers a reciprocal understanding was arrived at whereby France reduced her duties upon certain manufactures and

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were then so desirous of appearing not to ask for advantages for ourselves, that we said they must be reduced to the whole of the world, we being the only people who benefitted by them. Great Britain, on her part, reduced considerably her duty upon silk; and at one sweep of the pen reduced her duties upon French wine (which were 5*s.* 6*d.* at that time) by 2*s.* 9*d.* per gallon. From that moment the wine industry in the Cape, which under preference was becoming a very profitable industry and by this time would have been an enormous industry, was absolutely strangled owing to the fact that many of the French wines were of slight alcoholic strength, and they absolutely at once took possession of the market. At the present moment our wine exports to Great Britain I do not think are more than 5,000*l.* or 8,000*l.* a year. Surely that is a case in which Australia and the Cape could be met by the British Government as sympathetically as Canada has done on the question?

Sir WILFRID LAURIER: Shall we take up the treaty question on Monday morning?

CHAIRMAN: I understood the Chancellor of the Exchequer would prefer to have Tuesday, but if you will allow me I will communicate with him and fix either Monday or Tuesday.

Sir WILFRID LAURIER: If you could take up this question on Monday it would be preferable, I think.

CHAIRMAN: I proposed that we should take naturalization and other subjects on Monday.

Mr. LLOYD GEORGE: It must either be Monday or Wednesday for me. Have you enough to go on with on the Monday?

CHAIRMAN: It has been suggested once or twice in the course of the discussion that we should have a publication of this debate, and I have to say that, so far as we are concerned, we have no objection, if the Colonial representatives have not, and, of course, the interval will probably allow this to be in your hands.

Mr. WINSTON CHURCHILL: It is not proposed to publish until the debates are complete.

Mr. LLOYD GEORGE: I wish it to be distinctly understood that the whole of the Government case has not been presented, although I am not vain enough to think that my argument is going to affect the thing at all.

IMPERIAL SURTAX ON FOREIGN IMPORTS.

Imperial Surtax on Foreign Imports.

Mr. DEAKIN: I was suggesting to the Chancellor of the Exchequer to-day that possibly before this debate concluded, as it is closely related although rather as a substitute than a development of our proposals, we should consider the proposition originally submitted by Mr. Hofmeyr, afterwards elaborated by Sir George Sydenham Clarke, and since more or less favourably criticised by different writers. The proposition is to impose 1 per cent. or some small duty of that sort all over the Empire, the proceeds of which should be devoted to Imperial purposes in each country in proportion to the sum raised. This may be looked at from several points of view, and if we are unable to obtain any possible preference, reciprocal or otherwise, from the British Government, might it not be worth while to look into this question? It would fulfil some of the ideas and as-

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pirations expressed by the Chancellor of the Exchequer himself for unity of action in connection with improved means of communication, cables, steam services, and the like, because by this means the funds for the development could be provided without in the least degree affecting the fiscal policy of any one of the countries concerned. It does not touch the fiscal question in any way, because the 1 per cent., or whatever was agreed upon, would be levied in connection not only with any existing tariff, but would still irrespective of any alteration of the tariff. I mean an extra 1 per cent. imposed on all foreign goods and distributed in proportion to the contributions made.

Dr. SMART: You put 1 per cent. upon everything.

Mr. DEAKIN: Yes, on everything. I might mention, in conclusion—I could not launch into a debate at this moment—that there is one further possibility: that if in the United Kingdom that proposal was not favoured because it was regarded as a little difficult to collect so small a sum as 1 per cent. from a great variety of imports, it is perfectly possible for the Government and Parliament of the United Kingdom if they so prefer to provide their quota by a grant equivalent to the amount that would be raised by a duty of one per cent. if levied.

I want to put the fiscal question right out of consideration in this connection, and want to recognise the difference in the situation of the Mother Country, but if you are going to undertake Imperial purposes it must be done more or less by expenditure of what may be termed Imperial funds.

Mr. LLOYD GEORGE: It does not matter to the Colonies how we raise our contribution.

Mr. DEAKIN: Not the least.

Mr. LLOYD GEORGE: How we raise ours is entirely a matter for ourselves.

Mr. DEAKIN: That is what I am trying to point out. This is at least a possible and practical proposal for raising funds for the various purposes to which reference has been made. Otherwise you will cast us upon our resources, each of us going to our own Parliaments to propose, so far as we share in them some expenditure which would require to be made upon any new combined effort for a better steamship service, better cables, for the Suez Canal project—about which I long since communicated with the Imperial Government, and upon which my friend, Sir Joseph Ward, has made a bold proposition.

Wherever the funds have to be found, the question of finding them will be met in all the different parts in the same way, with the possible exception of the United Kingdom. If common action could be devised by which certain funds were raised and set apart, that would simplify Imperial action and make for unity.

Mr. LLOYD GEORGE: I do not think so; I do not think it would simplify it at all.

Sir WILFRID LAURIER: I would not be prepared to agree to that proposition of yours, Mr. Deakin, to levy a special duty for a special purpose. We have just fixed our tariff, and it has cost us months of very hard work. We have fixed our duty on the scale which we think most acceptable and most convenient to our people

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with the point of view of the revenue first of all and other expenses incidental to the revenue. Now I would not be prepared, as far as Canada is concerned, to levy either 1 per cent. or any sum at all above what we have done. If the view we entertain of having a better service between England and your country, Australia, through Canada, is to be viewed favourably, and I hope it will be, we should have to take our share of the burden, and we should be prepared to take a general share, but if in addition to the tariff which has cost us months of labour to prepare we were to add another 1 per cent. or any amount at all it might mean a considerable disturbance. Sir William Lyne, who is accustomed to frame tariffs, knows how difficult it is to adjust a tariff with regard to the exact amount the old tariff can bear or the exact amount it cannot bear and 1 or 2 per cent. sometimes gives rise to very serious discussion.

Sir WILLIAM LYNE: I thought this was only a proposal with regard to foreign goods.

Sir WILFRID LAURIER: It is an additional tariff, call it what you please. You propose to add 1 or 2 per cent., and I do not care what kind of goods it is. The goods are foreign on which you levy the duties, or if that is not so then you introduce another element of disturbance. What you propose, Mr. Deakin, is that in addition to the tariff which in Canada is levied on an industry which in Australia is also levied up, you should put another one per cent. From my experience that question of one per cent. more or less causes very serious debates in the preparation of the tariff and I would not be prepared to follow that course, as in my opinion it would upset all that we have in view in framing the tariff.

Sir JOSEPH WARD: I am inclined to think, Lord Elgin, that as the matter is a new one altogether to me, at least, that it had better be deferred.

Mr. DEAKIN: As we were deferring it I mentioned it now in order that when suggested again on the next occasion, it may be examined without further delay. The President of the Board of Trade could be heard to speak upon it.

Mr. LLOYD GEORGE: I would be prepared to speak to it, but I agree with Sir Wilfrid Laurier and Sir Joseph Ward that it is simply adding another complication to the one which is involved in the preferential proposal.

Mr. DEAKIN: This is a very complex Empire, and only complex means can deal with its needs.

Mr. LLOYD GEORGE: I think that very often the simplest proposals are those which deal most effectively with complicated situations.

Dr. JAMESON: I think it would be better to defer the discussion for the present.

Sir JOSEPH WARD: I should just like to say that at the first blush, I am inclined to think that this suggestion of a surtax is a mistake from the point of view of New Zealand. I am a supporter of Preference on certain articles as between our country and the Old Country. If there is any intermediate proposal of putting an all-round surtax upon all foreign goods into the Old Country as well as into our countries that is going to divert the more material one from the point of view in which I regard it in trying to bring

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about in the future an interchange by way of Preference between Britain and her Colonies. It would mean in our country that all we would require to do in our Customs tariff next year would be that instead of saying we had, say, an increase of 10 per cent. against foreign goods, which we have now to some extent upon some articles, it would mean making it 11 or 12½ per cent. I do not think that is the best way, and my belief is that it is far better for us by steamship and mail subsidies and reducing the cost of our cabling to try to bring about improved conditions which will be generally beneficial. I do not like to commit myself to the idea of Mr. Hofmeyr's suggestion—I have not read it myself—of a surtax. I think it better to work for preference upon certain articles between the old country and our countries.

(Sir Joseph Ward.)

Dr. SMARTT: You could ear-mark one per cent. of your preferential tariff for Imperial purposes.

Sir JOSEPH WARD: What occurs to me is that if ever we get preference established it will be on three or four articles at first, and, if we had an overriding surtax I am afraid it would give grounds for those opposed to it to say: "As you have a surtax you do not want preference."

Adjourned to Monday next at 10.30 o'clock.

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ELEVENTH DAY.

HELD AT THE COLONIAL OFFICE, DOWNING STREET, MONDAY, 6TH MAY 1907.

PRESENT:

The Right Honourable THE EARL OF ELGIN, K.G., Secretary of State for the Colonies (*President*).

The Right Honourable SIR WILFRID LAURIER, G.C.M.G., Prime Minister of Canada.

The Honourable SIR F. W. BORDEN, K.C.M.G., Minister of Militia and Defence (Canada).

The Honourable L. P. BRODEUR, Minister of Marine and Fisheries (Canada).

The Honourable ALFRED DEAKIN, Prime Minister of the Commonwealth of Australia.

The Honourable SIR JOSEPH WARD, K.C.M.G., Prime Minister of New Zealand.

The Honourable L. S. JAMESON, C.B., Prime Minister of Cape Colony.

The Honourable Dr. SMARTT, Commissioner of Public Works (Cape Colony).

The Honourable F. R. MOOR, Prime Minister of Natal.

General The Honourable LOUIS BOTHA, Prime Minister of the Transvaal.

The Right Honourable WINSTON S. CHURCHILL, M.P., Parliamentary Under Secretary of State for the Colonies.

SIR FRANCIS HOPWOOD, K.C.B., K.C.M.G., Permanent Under Secretary of State for the Colonies.

SIR J. L. MACKAY, G.C.M.G., K.C.I.E., on behalf of the Indian Office.

Mr. H. W. JUST, C.B., C.M.G.,
Mr. G. W. JOHNSON, C.M.G., } *Joint Secretaries.*

Mr. W. A. ROBINSON,
Assistant Secretary.

ALSO PRESENT:

The Right Honourable H. H. ASQUITH, M.P., Chancellor of the Exchequer.

The Right Honourable D. LLOYD GEORGE, M.P., President of the Board of Trade.

Mr. W. RUNCIMAN, M.P., Financial Secretary to the Treasury.

Mr. H. E. KEARLEY, M.P. Parliamentary Secretary to the Board of Trade.

Mr. H. LLEWELLYN SMITH, C.B., permanent Secretary to the Board of Trade.

Mr. A. WILSON FOX, C.B., Comptroller-General of the Commercial, Statistical, and Labour Departments of the Board of Trade.

Mr. G. J. STANLEY, C.M.G., of the Board of Trade.

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Preferential Trade.

CHAIRMAN: I think when we broke off at our last meeting, Mr. Lloyd George was going to address the Conference.

Dr. JAMESON: Before Mr. Lloyd George says what I presume will be the final word on the subject of Preferential Trade, might I be permitted still to say a few words. I feel bound, as I said the other day, to do my utmost on this subject, because of what the Cape embodied in the second Resolution which is brought forward, which, as I explained the other day, of course is no possible threat, but merely a warning. I daresay the members of the Conference have seen in the papers telegrams from South Africa during the last few days showing that while we were discussing this question in this room, the most able statesman we have in South Africa at present was also speaking at that hour in South Africa on this subject and emphasising very strongly what I have tried to put here, namely, that reciprocity was an absolute necessity if the existing preference in South Africa, at all events, was likely to be continued. Feeling that, my Lord, I felt that I must make a very last effort in order not to get really a definite answer which after Mr. Asquith's speech of course we know we cannot get; but if I could even get an expression, not of opinion, but an expression from the Imperial Government that they would be willing to consider us in these difficulties—if I could get that, I feel that possibly I may have done something. I am looking forward from Mr. Lloyd George, perhaps, to getting a somewhat more sympathetic answer than from the able, clear, and decisive refusal which we have had from the Chancellor of the Exchequer. When we were asked in the Colonies by the Secretary of State for the Colonies to frame resolutions that we wanted to bring before the Conference I sat down to frame resolutions on this question of preference, and I thought of several; in fact there were four lines on which I formed resolutions; one a very strong one, and so on, getting down to the smallest. I thought perhaps it would be much better merely to send in general resolutions: first, the confirmation of the Resolutions of 1902; and, secondly, the slight warning on the want of reciprocity, and until I heard the discussion here to see what practically we might get, however small, so as not to ask for something too small if we were going to get something bigger. Therefore it is that I would like now, having heard the full discussion on this subject, to move a further resolution which I now read: "That while "affirming the Resolution of 1902 this Conference is of opinion that "as the British Government through the South African Customs "Union, which comprises the Basutoland and Bechuanaland Protec- "torates, do at present allow a preference against foreign countries "to the United Kingdom, Canada, Australia, New Zealand, and all "other British possessions granting such reciprocity, His Majesty's "Government should now take into consideration the possibility of "granting a like preference to all portions of the Empire on the "present dutiable articles in the British Tariff."

I move that resolution, Lord Elgin, and in doing so I would like to emphasise the mildness of it. I am not asking His Majesty's Government to commit itself to anything except to consider the possibility of carrying into effect the object of the resolution.

Mr. DEAKIN: In fact, all that you propose here is the granting of a like preference. Of course, the preference granted in South Africa was a preference by reduction of duties, not by increase of duties.

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Dr. JAMESON: Undoubtedly.

Mr. DEAKIN: Consequently, this Resolution is, when explained, narrower than might be supposed. It relates only to preference by reduction. Is that your intention?

Dr. JAMESON: That is our intention.

Mr. DEAKIN: Under these circumstances, to take into consideration a proposal is something a Government does very frequently in the course of its life, and to take into consideration the possibility of granting preference, which amounts to a preference only by reduction, is surely something to which no objection can be taken. I hope the consideration will be favourable, or as favourable as the members of the Government can give it.

Sir WILFRID LAURIER: I think, Dr. Jameson, that might be postponed. Put it on the table and postpone it until we come to the main Resolution.

Dr. JAMESON: I am pleased to do that, but I merely wished to get it in before Mr. Lloyd George answered.

CHAIRMAN: Nobody has moved anything yet?

Dr. JAMESON: No.

Sir WILFRID LAURIER: But it is a notice of motion.

Mr. LLOYD GEORGE: Lord Elgin and Gentlemen,—Dr. Jameson has not only raised a fresh issue, but he has presented it in quite a new form to the consideration of His Majesty's Government. But still I am afraid it is really presenting the same question to us in substance and in fact, and I think it is very important when we come to discuss matters of this kind that we should be perfectly frank with each other, and the only way in which we can help each other is by recognising freely each other's difficulties and the position in which we are respectively placed in reference to those who have commissioned us to attend this Conference. Of course, I would not object personally—and I am sure His Majesty's Government would not object—to take into consideration any suggestion that came from a responsible Minister like Dr. Jameson, who represents an important Colony of the Empire. But it would not be fair for me not to state that in my judgment that consideration would not be likely to induce us to change our fundamental policy with regard to preference. We are not in a position to pledge ourselves to anything which will involve the setting up of a tariff on food stuffs and raw material in this country. If Dr. Jameson means something short of that, something that would not pledge us to that, then I am perfectly certain His Majesty's Government would be willing to consider anything which would help the trade between the United Kingdom and the Colonies. But he has not informed me more explicitly on the subject.

Dr. JAMESON: May I interrupt you for a moment? I want this passed as it stands. I do not want His Majesty's Government at the present moment to pledge itself to change its policy with regard to "setting up a tariff," which were the words you used.

Mr. LLOYD GEORGE: That is it.

Dr. JAMESON: I merely want to limit this to what it contains. There is nothing behind it except, of course, there is behind it that we who believe in the whole question of preference believe, in the

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future, apart from governments or anything else, that this policy will prevail. In the meanwhile, all I want His Majesty's Government to do is, as stated in this resolution, to consider the possibility of this small preference or rebate on these duties.

Mr. LLOYD GEORGE: Would Dr. Jameson mind explaining to me—I must not pretend to know when I do not exactly know—what happens in Basutoland and Bechuanaland? What is the precedent to which he refers? How does it actually work?

Dr. JAMESON: The position is, that the States in South Africa have joined in a customs union. They have passed certain tariffs with a certain preference to the United Kingdom and to every portion of the Empire.

Mr. LLOYD GEORGE: And a very substantial preference it is.

Dr. JAMESON: It is while they are given reciprocal privileges. His Majesty's Government, then absolutely governing and directing tariffs and everything else in the Basutoland and Bechuanaland Protectorates, approached the Customs Union of South Africa through the High Commissioner and asked to be included in it, adopting everything that had been passed at the Customs Conference.

Mr. LLOYD GEORGE: Does that mean that the Bechuanaland and Basutoland Governments make concessions on the basis of reciprocal advantages conceded by the Customs Union?

Dr. JAMESON: Yes.

Mr. LLOYD GEORGE: But they had a tariff already in existence.

Dr. JAMESON: I should think they had a tariff.

Mr. LLOYD GEORGE: All they did was to make certain abatements upon already existing rates of duties.

Dr. JAMESON: I do not know that there was a tariff really. As a matter of fact, at the time when Basutoland and Bechuanaland first joined in the Customs Union, they would be free while under the British Government, and there would be what was at that time called a transit due from whatever port it was up to their border. When the Customs Convention of 1903, which did not include anything beyond the three States, was passed, all those transit dues were abolished, and then His Majesty's Government asked that these Protectorates as you may call them, should be permitted to enter the Customs Union of South Africa.

Mr. LLOYD GEORGE: They are inside the Customs Union now?

Dr. JAMESON: Yes, at the present time.

Mr. LLOYD GEORGE: And it is since they entered into the Customs Union that they, in common with the rest of South Africa, have made this concession to the Mother Country?

Dr. JAMESON: As soon as they were in, they adopted the tariff of the Customs Union, which gives them a tariff on which they can make these reductions and preferences to the United Kingdom and to all the other reciprocating Colonies; so that they are actually following the conduct of South Africa at present in their tariff, and also in preference against foreign countries.

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Mr. LLOYD GEORGE. Of course, but there is a tariff. That is the real difficulty, and it is no use ignoring it. That does involve setting up a tariff if preference is to be given in that form. There is no doubt at all about it.

Sir JOSEPH WARD: Except that this particular proposal is not a suggestion that you should set up a tariff here; but I take it the proposal from this Resolution is to make a reduction upon the present articles in your own tariff which are dutiable. That is the difference.

Dr. JAMESON: I began by saying that this is not to set up a tariff.

Mr. LLOYD GEORGE: That, I think, is very important.

Dr. JAMESON: It is only to give some help to our trade, to our products coming over here as against the foreigner.

Mr. LLOYD GEORGE: As regards the duties already existing in this country?

Dr. JAMESON: Yes, only on the articles where a tariff does exist.

Mr. DEAKIN: It is only a prospect of getting that—a possibility.

Dr. JAMESON: Yes, a prospect.

Mr. LLOYD GEORGE: If I may, I will proceed. I regret that it should be necessary for me, not merely out of courtesy to Sir William Lyne and Dr. Smartt, but also from a full appreciation of the importance and the weight of the arguments they addressed to the Conference on Thursday, to continue what I cannot help thinking for the practical purposes of this Conference, is, after all, a purely theoretical discussion as to the rival merits of Free Trade and Protection. I should have been very pleased to have left the matter as it was dealt with in the speech of the Chancellor of the Exchequer; but Sir William Lyne and Dr. Smartt have since made certain statements, quoted certain figures, and used certain arguments, which, having regard to the fact that this debate is to be published, the Government cannot permit to go altogether unanswered. I had hoped we might have frankly acknowledged the limitations imposed upon us by the convictions we respectively hold, and which those who send us here hold, on fiscal issues, and that we could have proceeded on that understanding to take counsel with each other in order to ascertain whether it is not possible to find other means of serving the object we have a common interest in—means which would not bring either or any of us into conflict with convictions of our constituents. We are quite aware that the Colonies regard a tax on our goods as well as on foreign goods to be necessary, not merely for the purpose of raising revenue, but for the protection of their own industries.

Mr. DEAKIN: A "duty."

Mr. LLOYD GEORGE: A "duty" on our goods—I do not mind the word. I am prepared to substitute that word. Mr. Deakin informed us in his impressive speech that the last general election in the Australian Commonwealth was fought on the issue of preferential tariffs within the Empire. I believe that at that election Mr. Deacon also sought and secured a mandate for raising the protective duties now levied by the Commonwealth against the importation of goods in which Britain drives a very considerable trade with the Australian consumer at the present moment.

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Sir WILFRID LAURIER: I do not understand from Mr. Deakin that the last issue in the Australian elections had been directed to the question of preference or no preference.

Mr. DEAKIN: Mr. Lloyd George has inverted the order. There are two issues; the first issue, as we put it, was Protection.

Mr. LLOYD GEORGE: A higher tariff.

Mr. DEAKIN: Yes, because without the tariff we do not get the opportunity of preference. We mentioned preference second in order of importance. In logical order we say Protection and preferential trade. You in your argument take them in the inverse order. There is nothing in that. Both issues were submitted. I have convincing evidence of that in the statement made by the Leader of the Opposition when the House met two months ago, after the elections, in which he expressly acknowledged that those two issues had been submitted to the country and decided beyond any doubt whatever, although that decision was adverse to himself.

Mr. LLOYD GEORGE: I accept Mr. Deakin's statement. I am building my argument on that basis. It was quite open for the representatives of the Imperial Government at this Conference to have ignored this mandate, and to have endeavoured to commit their colleagues sitting round this table to a policy to which we knew in advance they could not possibly assent without being false to the trust reposed in them by their own people. For instance, we might have proposed a resolution in favour of Free Trade within the Empire, that is, the admission of British goods into Colonies on the same terms exactly as Colonial goods are permitted to enter our markets, free from toll or tariff. We might have repeated, in support of our resolution, arguments we have advanced on a thousand platforms already. We might have quoted the German Zollverein as an illustration of a case where Imperial Federation was effected, and an Empire consolidated, on the basis of absolute Free Trade within its own boundaries. Sir William Lyne, in his speech the other day, said that "all "approve of the commercial union of England, Scotland and Ireland; "of the consolidation of the United States; the Federation of South "Africa and of Australia." Then he went on to say: "What reason "can be urged against the commercial union of the whole Empire?" May I point out that in each and every one of these cases the commercial union was based on the abolition of all tolls and tariffs between the States that entered into the union? We might have pressed similar proposals on the various States of the Empire, with an utter and a callous indifference to Colonial mandates and to the settled policy of the Colonial Statesmen.

Mr. DEAKIN: What would become of the revenue both of this country and of our own?

Mr. LLOYD GEORGE: I agree. We have taken that point into consideration.

Mr. DEAKIN: You would have no revenue.

Mr. LLOYD GEORGE: That is what I point out. Our Colonial friends would have been bound to reject our resolution,—to adapt words which have become the commonplaces of a press which is hostile to Free Trade, they would have refused to listen to the appeal of the Mother Country to be put on equal terms with her children.

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We might then even have said that the door had been slammed in the old Mother's face by her ungrateful progeny.

Mr. DEAKIN: If you are willing to give up your Customs revenue we might have something to propose.

Mr. LLOYD GEORGE: We have not taken that course. We have recognised the essential unfairness of ignoring those local conditions and exigencies which must be paramount in the minds of the statesmen who are responsible for the well-being of the population in the respective States of the Empire, and we have consequently not thought it just to put them in the predicament of appearing to deny to the country, for which we know they have such genuine regard, and on behalf of which experience has taught us they are ready to make such sacrifices—to deny to that country a boon which millions on this side of the water might regard as a perfectly reasonable one to ask of their kinsmen in distant lands. We are not here to endeavour to manœuvre each other into false positions, but to discharge the practical business of the Empire. We are in perfect accord as to the objects we would strive to promote. I agree, absolutely, with the eloquent words used by Mr. Deakin in stating what all our objects ought to be. We are in complete agreement with the Colonial Delegates in their belief that the attainment of this object would be assisted by any scheme or system which would develop inter-Imperial trade, provided such a scheme did not inflict sacrifices on any individual community so great as to produce a sense of grievance with the conditions of Empire, so deep as to introduce elements of discontent and discord into the confederation, and thus imperil its efficacy and maybe its continued existence as an organisation. We heartily concur in the view which has been presented by the Colonial Ministers that the Empire would be a great gainer if much of the products now purchased from foreign countries could be produced and purchased within the Empire. In Britain, we have the greatest market in the world. We are the greatest purchasers of produce raised or manufactured outside our own boundaries. A very large proportion of this produce could very well be raised in the Colonies, and any reasonable and workable plan that would tend to increase the proportion of the produce which is bought by us from the Colonies, and by the Colonies from us and from each other, must necessarily enhance the resources of the Empire as a whole. A considerable part of the surplus population of the United Kingdom which now goes to foreign lands in search of a livelihood might then find it to its profits to pitch its tents somewhere under the Flag, and the Empire would gain in riches of material and of men. We agree with our Colonial comrades, that all this is worth concerted effort, even if that effort at the outset costs us something. The federation of free Commonwealths is worth making some sacrifice for. One never knows when its strength may be essential to the great cause of human freedom, and that is priceless.

I am not one of those who believe that the value of great ideals is to be assessed always by Board of Trade returns. In the main purpose, therefore, which has brought you and ourselves to this Conference, we agree. We differ only on ways and means. But that is a difference which in my opinion can be bridged over by men honestly seeking the same end in the same spirit. But the first essential condition of co-operation under such circumstances is to recognise frankly and tolerantly each other's point of view and above all to

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shun pressing methods of solution about which there is an irreconcilable difference of principle. Let us rather search out our devices wherein common action is attainable, although the proposals that may not, in the opinion of partisans of rival schemes, be the most efficacious that could be devised. We have made sacrifices to found and maintain this great commonwealth of nations known as the British Empire in the past; we are still making sacrifices to the same end in the present. We are prepared to face even greater sacrifices in the future, but we are convinced that to tax the food of the people is to cast an undue share of that sacrifice on the poorest and most helpless part of our population, and that a tax on raw material would fetter us in the severe conflict we are waging with the most skilful trade competitors with whom any nation has ever yet been confronted. That would be a sacrifice which would diminish our power for further sacrifice, and we doubt the wisdom of making it.

May I also point out that in the resolution submitted by Mr. Deakin you are asking us to do what no protectionist country in the world would think of doing; you are asking us to tax necessaries of either life or livelihood, which we cannot produce ourselves and of which you cannot for many a long year supply us with a sufficiency? And that is why we cannot see our way to agree to this particular method of drawing the Empire together which is contained in the resolution we are now discussing.

Mr. DEAKIN: Will you be good enough to take me as registering a formal objection whenever the word "tax" is used instead of "duty?" I tried to explain that duties are not always taxes.

Mr. LLOYD GEORGE: I do not wish to use words giving offence.

Mr. DEAKIN: They do not give offence, but they imply something which is not necessarily implied in our proposals for duties and certainly not implied in all of them.

Mr. LLOYD GEORGE: I will use the words you are most accustomed to here, but, as the Chancellor of the Exchequer points out, the word I used corresponds with the facts from our point of view.

Mr. DEAKIN: It may or may not apply.

Mr. LLOYD GEORGE: However, I do not want to use the word if I can possibly use another word to which common consent can be given.

Mr. DEAKIN: A duty is not necessarily a tax upon the consumer.

Mr. LLOYD GEORGE: But before I proceed to consider alternatives which have been suggested, I am sorry that I have to take a little time in referring to some figures which were used by Sir William Lyne, and some criticisms passed by, I think, Dr. Smartt, upon our present commercial position. I gather from these speeches, and I think also from Mr. Deakin's speech, that there is an opinion that our trade is on the down grade.

Mr. DEAKIN: No, only proportionately; the amount of British trade must be taken in proportion to the trade of other countries. Our idea is that if in any year or period you desire to measure the trade of a country, you look not only to the gross output of that country but to the general circumstances of commerce throughout the world and in reference to particular communities. You must measure

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your own commerce against the growth of commerce elsewhere, by the result in particular countries. It is only by those means that you can enable the figures of one year to be compared strictly with the figures of another year. A season of world-wide depression affects all figures, and if you look at your figures alone you might say British trade is falling of seriously, but when you look at the figures for the rest of the world you may find it is not so, and *vice versâ*.

Mr. LLOYD GEORGE: Then on the whole I gather that Mr. Deakin would direct his observations rather to our foreign trade.

Mr. DEAKIN: To its proportions to your own.

Mr. LLOYD GEORGE: And in comparison with our foreign competitors.

Mr. ASQUITH: The comparative rate of growth.

Mr. LLOYD GEORGE: The comparative rate of growth. Sir William Lyne is especially distressed about our condition, and if he had been here, I should have been very happy to try and cheer him up with a few figures.

Mr. DEAKIN: Unfortunately he is in Sheffield this morning.

Mr. LLOYD GEORGE: I am so anxious to reassure him on the subject, because I could see he was altogether very unhappy about it. I would take first of all the point Mr. Deakin has made now—our position in comparison with foreign countries.

Mr. F. R. MOOR: Are your comparisons proportionate or simply in volumes of trade?

Mr. LLOYD GEORGE: I am going to take both, for the simple reason, as Mr. Deakin pointed out—I wish he had pointed it out in advance to his colleague—that it is unfair to take either percentage or volume; you have to take both. Sir William Lyne simply took percentages, which may mean anything in the world. For instance, take our export of motors. Our exports of motors have gone up, I think, by nearly 200 per cent. in the last two years. I think the exports of France have only gone up by something like 30 or 40 per cent. Supposing I had merely said that, it would have been grossly misleading, because our exports have only gone up by a few hundred thousands, I believe, whereas France's exports have gone up by millions, so that if I had used simple percentages, it would have been grossly misleading and altogether unfair. It is fairer to give the actual figures, because any man can draw inferences himself as to percentages, whereas if you give percentages you do not know where you are; you have no idea what the figures are. I propose, therefore, to give the figures, and where I do not give the percentages it will be open to any gentleman to make out the percentages for himself. Let us take our three great trade competitors, which are France, Germany and the United States of America. France has a population which is roughly about equal to our own, Germany has a population which exceeds us by 50 per cent., and the United States of America have a population which is almost double ours. I think those figures with regard to population are very useful. The exports from the United Kingdom of manufactured articles per head of the population, taking the average of the years 1901-5 were 5*l*. 12 *s*. 9*d*., whereas the corresponding figures for France, Germany, and the United States were 2*l*. 10*s*. 0*d*., 2*l*. 16*s*. 0*d*., and 1*l*. 6*s*. 0*d*. respectively. I propose now to take the figures for those three countries, and I will take the last 10

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years. I agree it would be unfair simply to take one or two years, and pick out the year which suits me best, and compare it with another year which equally suits me. I think you ought to take the trade for a whole cycle and that is what I propose doing. Take the case of France. In 1895 the exports of manufactured articles from France amounted to 76,000,000*l.* I have not yet got the figures for 1906 with regard to France, but in 1905 they amounted to 110,000,000*l.* The export trade of France in manufactured goods has gone up by 34,000,000*l.*. France being a very highly protected country. Take the United States of America another very highly tariffed country. Their exports have gone up from 38,000,000*l.* to 127,000,000*l.* in 1905, that roughly being an increase of 90,000,000*l.* Coming to Germany, in 1905 their exports of manufactured goods amounted to 109,000,000*l.*

Mr. DEAKIN: Do you take 1896 to 1906, that makes 11 years in the last two cases?

Mr. LLOYD GEORGE: I think on the whole we had better stick to 1905, but I will take 1906 if you like in the last cases. I cannot get 1906 figures in the case of France. In 1905 the export of manufactured goods from Germany was 191,000,000*l.*, that is an increase of 82,000,000*l.* Take the United Kingdom: in 1895 the export of manufactured goods, excluding ships, was 192,000,000*l.*; in the year 1905 it went up to 264,000,000*l.*, that is an increase of 72,000,000*l.*, but the increase in the last five years is more marked than that in the first five years. It is rather extraordinary that from about 1885 up to 1895, neither Germany, the United States of America, nor France, nor ourselves, made very much progress in the export of manufactured goods. I have here the figures from 1890 to 1895. They are not altogether stationary, but there is no very distinct advance in the figures. Then, about 1895—and that is why I am taking that year—there is a sudden rise in the trade of all these countries. For the first five years following 1895 Germany on the whole lessened the distance between her trade and ours. She increased her exports of manufactures by 40,000,000*l.*, we only increased ours by 28,000,000*l.*, excluding the value of new ships, as to which we have no information prior to 1899. In the last five years Germany has increased her trade by 42,000,000*l.*, and we have increased our trade by 44,000,000*l.*, excluding ships. Including ships, the value of our exports of manufactured goods in 1906 amounted to 311,000,000*l.*, while the best estimate we can make as to the value of the German exports of manufactured goods in 1906 is 208,000,000*l.* It is only fair to state, however, that this estimate is based upon prices ruling during 1905, and that it may consequently be found, when official figures are available, to be somewhat below the mark.

Mr. DEAKIN: I do not wish to divert you from your argument in the least, but can you put your finger on the particular causes which seem to have operated between those two quinquennial periods —anything in the world's harvest or other circumstances which would account for the universal stoppage in the first, and then the general advance in the second?

Mr. LLOYD GEORGE: I wonder whether peace had something to do with it.

Mr. DEAKIN: Was not 1890 to 1895 peaceful? I think so.

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Mr. LLOYD GEORGE: I really have not gone into that matter, and should not like to express a hasty opinion about it. I understand from Mr. Llewellyn Smith, who is the Permanent Secretary of the Department over which I preside, that there was a general depression throughout the world at that time, the cause of which I could not at present explain. But undoubtedly there have been good times since then. What I want to impress upon the Conference is this: that we have profited by those good times to a larger extent than any foreign country so far as foreign trade is concerned; and I am taking our three greatest trade rivals. It is really a remarkable fact. The United States has endless resources of raw material, to begin with, which we cannot compare with for a moment. We have, for instance, to get our iron ore from Spain, and Sweden, and the ends of the earth; the same is the case with our copper; and we have to get our raw cotton from thousands of miles across the sea; whereas the United States of America have got these things at their feet. We have to bring them all here and then start manufacturing, after paying for the carriage of the raw material.

Mr. DEAKIN: Very often railway carriage for a short distance is heavier than shipping carriage for a long distance. We have found that so.

Mr. LLOYD GEORGE: But take the case of Pittsburg; there is no carriage of raw materials there; they have their iron ore, coal, gas, and oil practically all in the same factory. There has never been anything like it in the whole history of the world, and yet in spite of that we beat the United States of America by more than 2 to 1.

Mr. DEAKIN: In iron?

Mr. LLOYD GEORGE: I will come to that. In the export of manufactured goods, we beat them by more than two to one. Then Mr. Deakin asks me about iron. Yes, in the finished product, machinery and ships, the product that employs not merely most labour, but the best kind of labour, the most highly paid labour, we have beaten the United States out of the market, and we do that in spite of the fact that they have all these products at their feet, and advantages that no other country in the world has got, and certainly not Britain.

We have not got those great petroleum wells, we have not those great resources of natural gas which can be turned on to the works by pipes and enable two men to look after engines which would employ probably 100 men to look after here. In spite of that we have beaten the United States completely out of the field.

Mr. DEAKIN: Have you in iron?

Mr. LLOYD GEORGE: Yes, in all the finished products—machinery. There is another fact which I wish to impress upon the Conference in that connection. The ingenuity of the United States in the matter of invention is certainly greater than ours. That has been explained to me by reason of the fact that they are forced to resort to labour-saving appliances which may not be necessary here. I frankly admit that in the United States of America, as in all new countries, labour is more expensive than it is in an old country like ours—and I am coming to the question of labour. Therefore they are forced to use all their ingenuity and mental resource for the purpose of finding out some means of saving labour.

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Mr. DEAKIN. Their patent law helps them.

Mr. LLOYD GEORGE: No doubt, the patent laws of both America and Germany help them immensely. But although they have all this inventiveness we beat them in the export of machinery; and the same thing applies to Germany.

Dr. JAMESON: I think your words were "beaten out of the field." You do not mean that, surely. They have a market, and they are catching us up. It is quite true they are not catching us up so much, but they are not going back in their exports.

Mr. LLOYD GEORGE: I am very glad Dr. Jameson has called my attention to it. That really does not accurately represent what I wished to convey because I had already given the figures. They cannot be beaten out of the field because they were selling 127,000,000*l.* of manufactured goods in 1905, and Germany, at the same time, was selling 191,000,000*l.*, so I agree that the phrase is exaggerated in its form.

Dr. JAMESON: But my point is, we are in the position of a man with a large capital who expects a very much larger interest than a man with a small capital who expects a smaller interest. Surely we are not getting such a very large interest for our capital. I do not mean money capital, but after having the markets of the world in our hands *quâ* capital, these younger States are coming in and getting a larger interest considering the capital in the form of the markets of the world—they are getting more than we are now.

Mr. LLOYD GEORGE: I am afraid I do not quite follow that. If Dr. Jameson means they are catching us up in actual fact—

Dr. JAMESON: Yes, I do.

Mr. LLOYD GEORGE: Then I have pointed out by the figures I have given, that during the last few years we have increased the distance between us and Germany, our most formidable competitor.

Dr. JAMESON: You do not quite understand my meaning. Before these people really got on their legs, 3,000*l.* a year might be a bigger increase for us than even 7,000,000*l.* would be at present. That is my point.

Mr. LLOYD GEORGE: I agree, and that is why I object to the doctrine of percentages; and as for Germany and the United States of America and France getting on their legs, they have been on their legs pretty long. It is not because they are new countries and not fully developed; they are certainly developed up to their highest pitch, as far as manufacture is concerned, and as far as the conditions of the moment are concerned. Their mechanical appliances, and everything of that kind, are simply perfect, and I am not sure they are not better than ours from all I hear.

Dr. JAMESON: Yes, I believe they are.

Mr. LLOYD GEORGE: Therefore, it is not the case of infant countries just struggling to find means of establishing a business. The United States and Germany have established an enormous business, and, as far as the home market is concerned, it is a much bigger one than ours, because their population is more than three times as large as ours. Here you have these two great countries with an aggregate population of 140,000,000, ours being only a population of about 40,000,000, and we export very nearly as much of manufac-

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tured products to the world as both of those great rivals put together. Really, I do not think it can be said that we are altogether in this very distressful, wretched condition which so stirred Sir William Lyne's commiseration. We are doing rather well as far as our products are concerned, and before we proceed further it is much better that we should really get the facts and that we should be under no delusion upon this point.

Mr. DEAKIN: Will it fall into your argument presently to examine your British trade with your two great rivals, Germany and the United States?

Mr. LLOYD GEORGE: I have done so.

Mr. DEAKIN: Your trade with Germany, France, and the United States as compared with their trade to Great Britain—is that part of your argument yet to come?

Mr. LLOYD GEORGE: No, but I am willing to go into it.

Mr. DEAKIN: You have taken the collective trade with the world of each of those countries, measuring it with yours, perfectly fairly?

Mr. LLOYD GEORGE: Yes.

Mr. DEAKIN: Is it part of your argument to examine their trade with yourselves in the last few years, showing how far your trade has gone or gained in the German, French, and American markets?

Mr. LLOYD GEORGE: I can easily do so, and I am not afraid of the comparison.

Mr. DEAKIN: We are afraid of no comparison, I hope.

Mr. LLOYD GEORGE: Especially during the last few years our trade with Germany has grown considerably. Not merely our imports from, but our exports to Germany have grown.

Mr. DEAKIN: In manufactured goods?

Mr. LLOYD GEORGE: Yes. Not only that, but I may point out as regards manufactured goods, where our men are engaged in these industries they are paid higher wages than the Germans who produce the goods which they send us in return.

Mr. DEAKIN: I am very glad to hear that.

Mr. LLOYD GEORGE: I will take the case Dr. Smartt referred to, of cotton. We sell cotton yarn to Germany a good deal; they sell cheap goods to us—goods which it does not, on the whole, pay us to turn over; that is, it does not pay us on the whole to put our brains into them. I do not mean to say we have not mills and factories in this country that do produce goods of that sort, but we do not give our best thought to turning out this sort of stuff. In cotton we turn out the best stuff that the world produces, and that is how we maintain our superiority. Pardon this little bit of bragging.

Mr. DEAKIN: I can assure you it is very welcome. You are not bragging for yourselves only but for us.

Mr. LLOYD GEORGE: I thought you would naturally take a pride in that. I was sure you would. The Germans still sell us these cheap goods. You must not take these figures as final, but they sell us three or four millions of this cheap stuff which we find it better, on the whole, to buy from them than produce ourselves.

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We think it a much more profitable transaction. They buy from us cotton yarn. On the face of it it will be said: "You are selling them cotton yarn to enable them to compete with you in manufactures." What is the real state of things? The man in Lancashire who is engaged in producing the cotton yarn is paid more by at least 60 per cent. for his labour than the man who is engaged in Germany in producing the cotton goods which come here in return. We are paying more for our labour than they pay for theirs.

Mr. DEAKIN: Cheap labour for the cheaper product, dear labour for the dearer product.

Mr. LLOYD GEORGE: And that is the argument that has impressed the public in the interests of Free Trade. Our labour has given us the highest product, and, as Mr. Deakin points out, that means the market in the highest paid product. Dr. Smartt is quite right when he says Germany is pushing its trade in reference to cheaper goods, and I should not be surprised if they beat us in things of that sort, because we cannot find the labour that would enable us to turn them out. I should like to see the man in Lancashire who tried to turn out these cheap goods on the terms on which the German maker can turn his out, in, I think, Wurtemburg. He could not do it; there would be a general strike there.

Mr. DEAKIN: You do not think you can compete with them because of the cheapness of their labour cost in that particular line?

Mr. LLOYD GEORGE: I would not like to say we could not compete, because I have not gone into it. But I am not prepared to challenge Dr. Smartt on that point. I accept his statement with regard to it, and I think it is very likely. I remember when I was in the Argentine they were rather getting ahead of us in the cheaper and shoddier kind of stuff, but could not come near us in the better class of article; and in the long run I find that tells. I was in the Argentine it is true at a time of depression of trade between this country and the Republic; but I find in the long run that quality has told, and as the Argentine Republic has become richer and richer it has got the money to buy the better article, and our trade with the Argentine Republic is going up by percentages that would delight the heart of Sir William Lyne, if I could give them.

Mr. DEAKIN: Why should you not make both? You make the best article, and have the market for it. Very good. That is the best thing, if you have to choose. But why cannot you keep that and beat them in the cheaper kind also?

Mr. LLOYD GEORGE: I am coming to cotton by and by; but it is very difficult to retain both, because the moment wages go up, of course, you are driven into the better class of trade by the price.

Mr. DEAKIN: I wanted to find out whether labour cost was the sole factor in making the distinction between your success in one and their capture of the other, or is it due to anything else?

Mr. LLOYD GEORGE: No, there are the profits. We can make a better profit out of the better article.

Mr. DEAKIN: Why not make both? Good profits on the dear and smaller profits on the cheap goods.

Mr. LLOYD GEORGE: As I point out, we have no reason to complain of our cotton market. I have been rather led away by

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the cross-examination of Mr. Deakin—not that I object to it for a moment; on the contrary, I am very glad he has put those questions, if I have been able to answer them satisfactorily, but I have been rather led into a subject that I did not mean to go into, that is, into our present position in reference to our great trade rivals.

Now, let me put another figure which will illustrate the position of things, I think, even better than the actual figures which I have given. I have given the amounts of our exports of manufactured goods; I should like now to give the exports of our manufactures per head of the population, because after all that is what counts. Eighty millions of people working 10 or 11 hours a day could turn out naturally more than 40 millions of people working eight, nine, or ten hours a day. You must take population into account as a factor. We are a smaller country than any of those countries. I am not sure how we compare in mileage with France, but we are certainly smaller than Germany.

Mr. DEAKIN: You are much smaller than France.

Mr. LLOYD GEORGE: I accept that statement from Mr. Deakin. For the moment I forgot. We are much smaller than Germany, and of course, only one-thirtieth of the United States of America, and cannot therefore extend and increase our population as they can. Per head of the population, as I have already said, France exports about 2*l.* 10*s.* 0*d.* of manufactured goods. The position of Germany is only slightly better although she makes considerably more fuss about her manufactures than France does. She sells 2*l.* 16*s.* 0*d.* per head, although she resorts to all kinds of devices and schemes in the way of using her State railways to the very fullest, a matter which I am looking into at the present moment, and upon which I received a very valuable report only two days ago, which I shall be very glad to show the members of the Conference. I have to thank Mr. Law of the Foreign Office for having provided me with these materials. He wired for the report on Tuesday or Wednesday, and I had the whoe of the information on Saturday from one of the ablest Consuls we have in the Empire, and very valuable information it is. It was after the statement made by Mr. Moor. We had heard something about the matter, and in fact I had sent two or three investigators over to Germany to look into it, and we are now getting the facts. There is no doubt that the Germans are using their State railways for subsidising their trade to the Levant by means of through rates, and probably they may capture the trade of the Levant; at least they will develop a great trade there. I am sure they will. They have very largely secured the trade of East Africa, and I think that is attributable to a very large extent to our own fault. We spent millions of money in constructing a railway in Uganda to open up the resources of a part of our Empire. Whether that was good policy or bad I think we ought to have finished it. It is no good opening up a country of that sort unless you bring it somewhere near a market. What we do is we just open up the country and we allow the Germans to capture the market. I think that is the most stupid and shortsighted policy that could possibly be entered upon. Luckily the present Government have not got that on their conscience.

Mr. DEAKIN: But the Uganda Railway is paying now.

Mr. LLOYD GEORGE: I should not think so.

CHAIRMAN: It is increasing very much.

Mr. DEAKIN: I thought it was paying its working expenses.

Dr. JAMESON: It is not paying.

Mr. LLOYD GEORGE: I do not think you have many first class passengers on the line.

Mr. WINSTON CHURCHILL: 90,000*l.* profit on its working expenses.

CHAIRMAN: It does not pay interest on the capital.

Mr. LLOYD GEORGE: No, nor its sinking fund. The Germans are extending their operations to South Africa.

Dr. JAMESON: And Australia, I understand, is now in contemplation.

Mr. LLOYD GEORGE: No, I think not. There is the line to the Levant, to German East Africa, and there is a third to somewhere, but not Australia.

Mr. DEAKIN: South America and the Argentine markets, perhaps.

Mr. LLOYD GEORGE: No, they have not done that.

Sir JOSEPH WARD: India and the Cape?

Mr. LLOYD GEORGE: No; I can let the Conference know later on. There is a third line, and I shall be able to supply the information.

I come to another point put by Mr. Deakin, who asked me about the trade with protected countries. When Mr. Chamberlain first raised the point, in the year 1903, the trade to protected countries had gone down very seriously. It is no use shutting our eyes to the fact that it was due, of course, to the imposition of tariffs against our goods. Tariffs had had their effect, and, as the Chancellor of the Exchequer said, we are the most formidable trade competitor, and the tariffs were very largely directed against us. Germany, France, and other countries wanted to build their industries within this wall of tariffs, and they undoubtedly managed to exclude our goods to a very large extent. I think Mr. Chamberlain was quite right in saying that our trade with protected countries had gone down. But there, again, there has been a turn since 1902, and our exports of manufactures, excluding ships, to the principal protected countries have gone up from 71,500,000*l.* in 1902 to about 90,000,000*l.* in 1906. May I point out that during the same years the trade with the Colonies has gone up from 94,000,000*l.* to 107,000,000*l.*?

Mr. DEAKIN: That is all the Colonies?

Mr. LLOYD GEORGE: That is all the Colonies. That is an increase of about 19,000,000*l.* in our trade with the principal protected countries, and an increase of 13,000,000*l.* in our exports to the Colonies. Adopting again the method of percentages, it is an increase of 26 per cent. in our trade with the principal protected countries and an increase of 14 per cent. in our trade with the Colonies.

Mr. F. R. MOOR: You do not compare populations there. What is the population of your Colonies against these protected countries?

Mr. DEAKIN: You are not comparing one with another.

Mr. LLOYD GEORGE: Not at all. I am not in the slightest

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degree trying to disparage the trade with the Colonies. I was answering the point put by Mr. Deakin, specifically how our trade with Germany, the United States of America, and France, and these protected countries was faring, and in answer I pointed out that there had been an increase of 26 per cent. in the last five years, and I also admitted that before that our trade with the principal protected countries had rather suffered from the high tariffs put up against it. This does not apply to our total exports, but to manufactured goods. No doubt if I had included coal the trade would have gone up considerably higher than even 26 per cent., because there has been a great increase in our export of coal.

Dr. JAMESON: The reason of that, you may take it, is the general increase in the wealth of the world.

Mr. LLOYD GEORGE: Yes, there is no delusion about it at all. The only point I make is this: that in this general increase in the wealth of the world, which has increased the volume of trade of the world, we have had a larger share than any other country as far as foreign trade is concerned. There is no doubt at all about that.

Dr. JAMESON: Because we began with a much larger amount to get a share on, I repeat again.

Mr. LLOYD GEORGE: Pardon me, I cannot accept that. We have had no advantages except the advantage which in my judgment a free fiscal system gives us—absolutely no more advantage. Germany has advantages over us which in many respects we do not possess. There she is in the centre of the most opulent consumers in the world, with the accumulated wealth of centuries; she is right in the centre and can run her trucks to any country in Europe; she needs no transhipment. What an element transhipment is, after all, when you come to trade! As Sir Wilfrid Laurier knows perfectly well, that is one of the difficulties of the transcontinental route to New Zealand. Germany is right in the centre of Europe, and can run truck loads to every country. We cannot do that. But in spite of that we have had a bigger share of the good things going, owing to the excellent trade of the world, than any country, and almost than any two of those countries put together.

Dr. JAMESON: And if you had not you would be in a hopeless condition at this stage, because you formerly had the whole of it practically speaking. In general terms we all know how difficult it is to get it back. The process of diverting is only going on naturally, slowly, because we had it all at the beginning. These people are in the process of diverting it, which is a slow uphill game.

Mr. LLOYD GEORGE: All that is very good in the abstract, but unfortunately facts are against it. Take any of those great countries—take any country you may name. Australia I shall have to come to by and by, because, I agree, something seems to be wrong in the trade between our country and Australia, and I should like to know something more about it. It is no use concealing that fact. I do not quite like the figures to which my attention has been drawn since I have been in this Conference. I think it is a matter which requires looking into. I think it is a great misfortune that there should be any drop in our trade with so important a market from our point of view, and I think there must be something wrong there. But take any other market in the trade.

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Mr. F. R. MOOR: It is the only Colony which is not yet giving reciprocity.

Mr. LLOYD GEORGE: I am obliged to Mr. Moor for pointing that out to Mr. Deakin.

Mr. DEAKIN: He uses the wrong word. No Colony is getting reciprocity.

Mr. LLOYD GEORGE: Yes, they are getting reciprocity. You are giving us reciprocity. It was something which we started by giving. I am trying to answer now the point raised by Dr. Jameson. There is not a great market in the world in which we have not more than held our own in the last few years. I pointed out that there were markets where it looked at one time as if Germany and the United States of America, our most formidable competitors, were rather gaining upon us—South America is a case in point.

Mr. DEAKIN: These totals you have given us show the published totals of exports of the United Kingdom over those of Germany in 1891 to 1898 were 868,000,000*l.*; while in 1899 to 1906 they were down to 847,000,000*l.* In the same way as regards the United States our excess of exports over theirs in 1891 to 1898 was 697,000,000*l.*, but——

Mr. LLOYD GEORGE: Which year do you take?

Mr. DEAKIN: Seven years as printed in this paper "Colonial "Conference. Miscellaneous statements as to British and foreign "trade in continuation of those laid before the Conference of 1902 "by the Prime Minister of New Zealand: revised and brought up to "date at the request of the Prime Minister of the Australian Com-"monwealth." You will find on page 2 a Table headed Germany and the United States, and for the period 1891 to 1898 the excess of exports of the United Kingdom over those of Germany was 868,000,000*l.*, and in the second period 847,000,000*l.* In the same period the excess of exports of the United Kingdom over those of the United States was 697,000,000*l.*, but it dropped to 493,000,000*l.* in the later period. Comparing the growth of the export trade it shows that the United Kingdom increased its trade in the second period over the first by 658,000,000*l*; Germany hers by 679,000,000*l.*, and the United States by 863,000,000*l.*

Mr. LLOYD GEORGE: I will take if you like the very first figure you gave me, or any year you like. I do not care which, because I do not wish to take the responsibility of choosing the year.

Mr. DEAKIN: Take the period 1891 to 1898.

Mr. LLOYD GEORGE: In 1891 the exports of manufactured goods from Germany amounted to 102,000,000*l.*

Mr. DEAKIN: You give here seven years.

Mr. LLOYD GEORGE: Yes. In 1905, the exports came to 191,000,000*l.*—that is an increase of 89,000,000*l.*

Mr. DEAKIN: You gave that for these years.

Mr. LLOYD GEORGE: No, not 1891.

Mr. DEAKIN: I take the table circulated to us.

Mr. LLOYD GEORGE: In the year 1891 we sold 210,000,000*l.* of manufactured goods, excluding ships, and we have increased to

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264,000,000*l.* in 1905, and to 311,000,000*l.* in 1906 including ships and parcel post.

Mr. DEAKIN: You are taking some other period then.

Mr. LLOYD GEORGE: No, the period you gave me—1891.

Mr. DEAKIN: This is not given in single years at all.

Mr. LLOYD GEORGE: Your figures are the total German exports, including raw material.

Mr. DEAKIN: Yes, everything.

Mr. LLOYD GEORGE: I am taking manufactured goods. I should not be a bit surprised if Germany beats us in raw materials; she is a bigger country. She produces sugar; we cannot produce sugar here.

Mr. DEAKIN: You do not. Do not say you cannot.

Mr. LLOYD GEORGE: We do not think it worth our while because it employs such low priced labour. Sir William Lyne referred to a reduction in the number of agricultural labourers employed. That is very largely due to the fact that agricultural labour is the lowest priced in this country. You cannot get it. The agricultural labourer prefers to go into the town, where he gets much better pay and a better time altogether. It is most difficult to find agricultural labourers at any time. So difficult is it that we have had to import agricultural labourers from Ireland for harvest operations in this country, though, owing to the use of machinery, that has not been thought necessary in the last few years.

With regard to raw materials I do not know how we stand in comparison with Germany. I should not be a bit surprised if she beats us there. I am taking manufactured goods because they afford far and away the best test in my judgment of the present position of Great Britain and other countries. I have been drawn into a general argument upon questions I never thought of discussing.

Mr. DEAKIN: Then you were not making a statement from this table?

Mr. LLOYD GEORGE: I do not know anything about that table. I believe that is a Colonial Office table. I understand it is one of Sir Joseph Ward's returns.

Sir JOSEPH WARD: You may depend it is absolutely correct.

Mr. LLOYD GEORGE: I am sure it is.

Mr. DEAKIN: They are not Sir Joseph Ward's figures, but they are in the form of statistics which were laid before the Conference of 1902, but revised and brought up to date.

Mr. LLOYD GEORGE: I do not challenge them at all. No doubt the figures are absolutely correct. I am not impugning them at all; but I have not had time to examine them, so I do not know at all what their comparative effect is.

I should like to point out another thing, and it is this: When you come to the wages and hours of labour, and compare our wages and hours of labour with those obtaining in any protectionist country on the continent of Europe, this is the general effect. This is a comparison which has been made under the auspices of the late Government, and I am quoting from a document for which they are responsible. Mr. Chamberlain, I believe, was a member of the Gov-

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ernment at the time this very document was issued; at any rate, Mr. Balfour was. This is the conclusion they have come to after examining the wages sheets of the Continent and comparing them with ours. "We might, without great error, take the average for Germany as two-thirds, and for France three-fourths, of that which prevails in the United Kingdom." That is the result. That was in 1902. I have much later figures than that, and I have here a table of the current rates for certain skilled occupations in the United Kingdom, Germany, and France. In the United States of America the rate of wages is higher than on the continent of Europe, but that is for reasons which, in my judgment, have nothing to do with the fiscal question.

Dr. JAMESON: Is the argument that the rate of wages is lower in a tariff country because of the tariff, because that is contradicted by the United States?

Mr. LLOYD GEORGE: I am not putting that argument at all, but that we are not suffering by our Free Trade system, and on the contrary have more than held our own in all essentials of trade—in volume, in profit, in the pickings which not merely the producer and the manufacturer, but the merchant and the workman, derive out of the system. We compare favourably with every other country on the continent of Europe.

Sir JAMES MACKAY: And there is the shipowner's profit.

Mr. LLOYD GEORGE: I have not forgotten him. I am coming to that, which is our greatest pride. I have these later returns. You must have some sort of standard figure, and I used the United Kingdom as 100. Take compositors to begin with: for every 100*s.* paid here in London you get in Berlin 72*s.* paid for the same work. Lithographic printers, for every 100*s.* paid here you get 67*s.* in Berlin. Cabinet makers, for every 100*s.* paid here you get 87*s.* in Berlin, and in all other towns in Germany 74*s.* I have got 15 trades here, and if you take all those trades put together you will find that for every 100*s.* paid here you will get 83*s.* paid in Berlin for the same job.

Mr. F. R. MOOR: Why are you quoting those figures? What is the relative purchasing power of the shilling in Germany and over here? Probably it is better living in Germany than in this country.

Mr. LLOYD GEORGE: I am obliged to Mr. Moor for reminding me of that, because that is one of our strongest arguments. It is not merely that our workmen are paid higher wages, but their sovereign goes much further than the corresponding coin in Germany—much further. I shall be able to quote figures to show the reason why. Those figures are very relevant to the proposition which is now before the Conference. Our wages are higher; our hours of labour are shorter even than in the United States of America. In a comparison between the United Kingdom, the United States of America, France, and Germany; Germany, I think, comes out worst; France comes out next, the United States of America next, and the United Kingdom is best.

Mr. DEAKIN: Are you still including only manufactured goods?

Mr. LLOYD GEORGE: Yes. I am not referring now to the agricultural labourer working on the land.

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Mr. DEAKIN: Nor to the miner.

Mr. LLOYD GEORGE: Yes; I certainly take the miner. The miner is better paid and his hours of labour are better.

Mr. DEAKIN: Better than in America?

Mr. LLOYD GEORGE: Not better than in the United States of America. I freely admit that wages in the United States of America are considerably higher than here.

Sir WILFRID LAURIER: In everything.

Mr. LLOYD GEORGE: Yes, substantially. I am perfectly certain they msut be.

Mr. DEAKIN: That is why I asked. You mentioned the United States at the time.

Mr. LLOYD GEORGE: I mentioned the United States of America merely as to hours of labour. I freely admit that wages in the United States of America are much higher than here, and infinitely higher than in Germany, France, or any other country, but I am comparing our old country with another old country simply because the conditions are so different in a country like the United States. If the United States became a Free Trade country to-morrow, she might pay higher wages—I even think she would—but at any rate the money would go further.

Mr. Moor said: "What about your purchasing power?" and I agree that is the real test. Food is cheaper here than in any country in the world.

Mr. DEAKIN: The Old World.

Mr. LLOYD GEORGE: Yes, I ought to limit it to that perhaps. I can give the figures with regard to the price of wheat. I forget whether it was Dr. Smartt or Sir William Lyne who said that if you put your duty on corn, it will make no difference at all to the price.

Mr. F. R. MOOR: I think he quoted the 1*s.* you had here during the war, and argued that it made no difference. Whether that is a fact or not, I do not know.

Mr. LLOYD GEORGE: I should not be a bit surprised if it were the fact. At any rate, I have not gone into the matter. I will accept this from Sir William Lyne.

Mr. WINSTON CHURCHILL: That the 1*s.* duty made no difference?

Mr. LLOYD GEORGE: No, he said when the 1*s.* duty was put on, the price of wheat fell, and when it was taken off, the price of wheat went up. That is very likely, but that is due to the fluctuations of the market. What I wish to point out is the difference it makes as regards comparison with the markets of other countries. That is the real difference. There is a difference between 1901 and 1902 of 1*s.* 4*d.* in the price of wheat. There is a difference between 1898 and 1902 of 6*s.* in the price of wheat. Of course, that 1*s.* or 2*s.* will not bridge the difference between those two figures, but the difference it would make will be soon for each particular year by comparing the market in our country with the market in any other country. Now, let us take Germany. I forget who said that the price of wheat in Germany had not been affected at all by the duty which had been imposed by the German Government on imported wheat. The gazette price of British wheat in the year 1902 was 28*s.* 1*d.*

Mr. F. R. MOOR: Is that per quarter?

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Mr. LLOYD GEORGE: Yes. The gazetted price, the official average price of wheat in Prussia for the same year was 35*s.* 9*d.* That is, the price was higher in Germany by 7*s.* 8*d.* per quarter than it was here for that year, the amount of import duty in Germany being 7*s.* 7½*d.* Take France for the same year, the official average price in France for that year is 38*s.* 6*d.* per quarter. That is higher than the price in the United Kingdom by 10*s.* 5*d.*, the amount of import duty being 12*s.* 2*d.* We have been told repeatedly that 2*s.* on corn would make no difference at all. I take a year in Germany when the duty was only 2*s.*, and that really ought to operate as a warning to us. What we are more afraid of than merely a 1*s.* or 2*s.* duty on corn is that it will not stop there. A 2*s.* duty on corn would not help our agriculturists very much. They would soon realise that, and pressure would be brought to bear on the Government. I am certain no Liberal or Conservative standing for an agricultural constituency could face his constituents if once you started that system of putting up a tariff against all commodities that come into this country, unless he could pledge himself to raise that 2*s.* to 3*s.*, and 3*s.* to 4*s.*, and so on, until you would end at a figure which would enable them to grow wheat at a profit—which they cannot do now. The example of Germany is a case in point. Germany started in 1879 with the small import duty of 2*s.* 2*d.*, which is practically the proposal which is now made for the United Kingdom. She went on to 6*s.*, she went up to 10*s.*, then there was a drop to 7*s.*, and now they have gone back to a still higher figure. That is really what we are afraid of here. But take the last year when the duty was only about 2*s.*, and in that year I find the price of wheat in Germany was in excess of that in the United Kingdom by 2*s.*, the duty being 2*s.* 2*d.* So really, I do not think, having the experience of Germany and France in our minds, we can possibly say that the duty will not, somehow or other, be an element in the consideration of the price. Probably not to the same extent, because the fact that you would give a preference to the Colonies would in my judgment, I agree, affect the price, and would to a certain extent break down the price quoted for the wheat in the market, but after all you are not supplying enough for us by millions of bushels. I am not sure that I cannot say tens of millions of bushels—and you could not do it for years to come. After all you are dependent upon climatic conditions. In Canada, for instance, we had a great failure a short time ago, and we had to fall back on the Argentine, on India, on Egypt, and on Russia. Australia has, owing to drought failed to supply us with wheat. That is a very serious thing for our poor people and that is what I want to press more than anything upon our Colonial friends. We are not refusing to meet you I can assure you. We are anxious in our hearts to do it, but we have here a poor population that you know nothing of. Here numbers of our poor people are steeped in poverty and we have to think of them. It would be wrong of us, it would be cruel of us, it would be wicked of us, if we did not do it. I am sure if you realise that it would mean 2*s.* more for people who are already short of shillings to buy the very necessaries of life, you would be the last people in the world to come and beg us to add to the troubles of this poor population of ours. That is really why we are hesitating.

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Mr. DEAKIN: No one has begged you to do so yet. I have not heard it.

Mr. LLOYD GEORGE: Yes, that is the proposal as it has been presented to us—the proposal as presented to us by Mr. Chamberlain —and we are bound to take the Preferential suggestion in the form in which its great champion has presented it to us.

Mr. DEAKIN: Did he put it as a proposal?

Mr. LLOYD GEORGE: I say this, if it had not been for the great and distinguished position of Mr. Chamberlain, nobody would have dreamt of giving it serious consideration here for that reason. It is not because we would not consider anything that would bring our Colonies nearer to us or would help the Colonies, but because we refuse to contemplate the idea of making the food of these poor people more difficult to get.

Mr. DEAKIN: Did Mr. Chamberlain ever admit that any proposal he fathered was to raise the price of food?

Mr. LLOYD GEORGE: No.

Mr. DEAKIN: That is the point.

Mr. LLOYD GEORGE: No, but Mr. Chamberlain is much too astute an advocate ever to admit that.

Mr. DEAKIN: I understand you were referring to somebody who was begging you to increase the price of the food of these poor people, and as far as the outer dominions are concerned, am not aware that any such request has been made.

Mr. LLOYD GEORGE: I simply quoted figures to show that the effect of a 2*s.* duty on corn, was to add 2*s.* to the price of that commodity to the people who purchased it. This is not 2*s.* added to the price for the poor man who buys it almost in slices; it is 2*s.* added to the price of the merchants, who has got to get his profit upon that 2*s.* The inference I drew was that if it mean 2*s.* more in Germany, and 2*s.* more in France, the same case would produce the same effect here, and it would mean 2*s.* more here as well.

Mr. DEAKIN: Subject to the free colonial competition for which you allow.

Mr. LLOYD GEORGE: I said that too. I have been absolutely fair. I did allow for it before I drew my inference, because I want to be absolutely fair. I do not want to exaggerate the case against the Colonies by one iota; on the contrary, I wish it were possible for us to do something to meet you on any lines which would lead to increased trade. I am only presenting to you really the difficulties which present themselves to our minds, and that is what you want to know when you come to consider a problem of this kind.

Dr. JAMESON: It is really again in two words, the difference between Preference and Protection. You have been arguing against Protection, and we quite agree it would affect the poor man. Sir Joseph Ward, at the very beginning of his argument upon this question, made the statement which we all endorse: "If this is going to increase the cost of living to the poor people in this country, we do not ask it." Our opinion is, it will not increase the cost. We know we differ from you on that subject. Our proposal is "preference," which we say will be better for the poor men of this country. We have no business to urge an opinion against the poor men of this

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country. We have no idea of imposing any burden upon the poor men of this country.

Mr. LLOYD GEORGE: Of course, you have every right to present it to us, and we are doing our best to give it the most careful and the fairest consideration we can. I point out why we are alarmed, and genuinely alarmed at this proposal, from the point of view of our poor people.

Dr. JAMESON: But it seems to me your argument was not the 2*s.*, but the risk you might take here, by following the example of Germany and raising it up to 5*l.*, but surely nations must take risks occasionally.

Mr. LLOYD GEORGE: I put both points. First of all, I put the danger which undoubtedly we would incur from the temptation which has been found irresistible in France and Germany, the temptation to increase the duty. In France the duty started at 1*s.*; it is now 12*s.* In Germany it started at 2*s.* and it stood at 7*s.* 7*d.* in 1902, and has gone up, and I think it is now somewhere in the neighbourhood of 12*s.* If these powerful governments have been unable to resist the clamour for increased duties for the protection of agriculture, why should we be able to resist it?

Mr. DEAKIN: Because your manufacturing constituencies send in such an immense majority over your agricultural districts and have such an immense majority of representatives to safeguard their interests.

Mr. LLOYD GEORGE: But take the case of Germany. I have not the figures and would not like to express an opinion at once, but I think you will find, that in Germany there is a similar state of things.

Dr. JAMESON: I think the answer is, you have enormous Colonial possessions which will keep down this price. You have put the time forward by years and years, but I am told by Canadian and Australian authorities, it is not a very long time before they will be able to supply the needs of the Empire.

Mr. LLOYD GEORGE: Asking you on your responsibility, how many years do you think it would take before the Colonies could supply us with the deficit of about 150,000,000 bushels of wheat which is now made up by foreign supplies?

Dr. JAMESON: I think I can leave that to the representatives concerned. It would best come from Mr. Deakin and Sir Wilfrid Laurier, and they have told me it would be very rapid. I think two years was mentioned.

Sir WILFRID LAURIER: Canada produces now 100,000,000, and we expect to reach a figure of 600,000,000. But I would not venture any prediction as to the time. That is very contingent.

Mr. DEAKIN: Then there are Australia and New Zealand.

Mr. LLOYD GEORGE: But we cannot make the poor men's bread contingent. A poor man cannot wait three years for his bread.

Mr. DEAKIN: Are you going to confine yourself to wheat? You take wheat as the typical food. You are not going to deal any further with food?

Mr. LLOYD GEORGE: I am not going to touch food again.

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Mr. DEAKIN: Are you going to touch rent?

Mr. LLOYD GEORGE: In what way?

Mr. DEAKIN: You compare the cost of food in Germany. Is there a comparison of the cost of rent in Germany?

Mr. LLOYD GEORGE: That is exactly what I am making a study of at the present moment. I have three investigators in Germany who are looking into this question of rent, wages, and employment.

Mr. DEAKIN: Steadiness of employment is a very important factor.

Mr. LLOYD GEORGE: I am looking into this. I have no right to say what the opinions of my investigators are, but there are three absolutely impartial investigators, chosen for the express purpose of getting these facts; and some of these facts, I do not mind saying now, as to the growth of German prosperity, are very startling, and they will all be published without the slightest consideration as to whether they will affect the fiscal argument one way or the other.

Mr. DEAKIN: What you have said we understand so far as it asserts a high price of labour in Great Britain when compared with the Continent. Then while alluding to your food, you draw attention to the fact that a large proportion of the population are steeped in poverty. They can not be engaged in the well-paid trades, but in some other business or want of business?

Mr. LLOYD GEORGE: That is a very important problem, and I am sorry to say that this is not the only country where you get a population of that kind. As you know perfectly well, in every old country you get these men who are hanging on the outskirts of society, as it were, and very often they have no regular work to do. It is often due to the fact that they have no physical stamina that enables them to enter into the conflict. In new countries like yours, first of all the men who emigrate there are men of some stamina before they cross the ocean; and stock counts in these matters.

Mr. DEAKIN: That is why we want a British stock all the time.

Mr. LLOYD GEORGE: I agree, and I should be very glad if emigration could be encouraged to these new countries, but here in the old countries you have these people who form almost a separate race, and they go on from generation to generation until they die out.

Mr. DEAKIN: Do they die out?

Mr. LLOYD GEORGE: They do in about the third or fourth generation in a city like this, but I am sorry to say that through economic conditions and the keenness of the conflict this great army of people is constantly being recruited.

Mr. DEAKIN: The "submerged tenth."

Mr. LLOYD GEORGE: The submerged tenth; but that is a question which has nothing to do either with Free Trade or Protection, because if you go to the highly protected countries in Europe you will find the churches swarming with men and women of this class, who go begging for alms. Therefore, it has nothing to do with fiscal considerations. I am sorry to take up so much of the time of the Conference.

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Mr. DEAKIN: It is very interesting to all of us.

Mr. LLOYD GEORGE: I meant to have called attention to one or two other facts rather in reply to Sir William Lyne. He referred to the great question of unemployment in this country. At the present moment our unemployment has been reduced gradually to a minimum, because trade is good. Still, we have a percentage of unemployment which is rather unpleasant to contemplate. The only thing I can say is this, that after comparing the figures of unemployment for 20 or 30 years, it is not on the increase. Unemployment on the whole is very steady and the fluctuations are considerably less. It is very difficult to compare with Germany, until we have fuller facts, and that I hope to be able to get in the course of a year or two. Employment in Germany now is undoubtedly very good. There is as much work to do as they can find people to do it.

Mr. DEAKIN: They are importing labour.

Mr. LLOYD GEORGE: That is purely in the case of a strike. They have done that in this country.

Mr. DEAKIN: And for agricultural purposes.

Mr. LLOYD GEORGE: From where?

Mr. DEAKIN: They are drawing from the partially German countries to the south. I have seen it stated that they are coming in by thousands for harvesting work.

Mr. LLOYD GEORGE: That I have not heard of yet, but I accept the statement from you. There are two or three figures about employment which I think are rather important. There are certain classes of occupations which are a very good test as to the prosperity of a country—building, for instance. If you find a country which is not prospering, its buildings are tumbling down; there is not much new building going on. When a man does well, the first thing he does is to go into a better house. If he builds, he does it because he has money to spare. On the whole, building is about the best test of the prosperity of the country. It means that you are putting up new factories, new workshops, new quays, and new railways. If you will compare the number of people employed in building, for instance, according to the census of 1901, with the number of people employed in building in 1881, you will find that in 1881 there were 926,000 in this country engaged in building, and in 1901 there were 1,336,000. That is an increase of 410,000 or 44 per cent., our population having increased 19 per cent. The same thing applies to trades like furniture.

Mr. DEAKIN: You stop at 1901.

Mr. LLOYD GEORGE: Yes, that is our last census, I cannot give later figures. Our next census will be in 1911.

Mr. DEAKIN: The President of your local Government Board, Mr. Burns, when he was here the other day called special attention to the depression of your building trade just now.

Mr. LLOYD GEORGE: There is temporary depression just now.

Mr. DEAKIN: When discussing emigration he said there were a great number of those engaged in the building trade who would be only too glad to emigrate.

Mr. LLOYD GEORGE: It is a very curious trade. You will find the building trade doing well when there is depression in other in-

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dustries. On the other hand it is the very last industry which picks up. When the depression begins they are still building as a result of the boom which has taken place, and the building has not been completed. They do not start fresh building until a boom in trade has been going on for some time. The prosperity of our building trade will hardly begin again for perhaps six months or a year; then it will begin. If you compare the number of men engaged to-day in the building trade with those engaged in 1901, I guarantee there is a higher percentage of people even now engaged in it than in 1901.

Mr. DEAKIN: By "engaged" you mean "employed."

Mr. LLOYD GEORGE: Yes, actually employed. The same thing applies to furniture, and to those engaged in the food, drink, and lodging business, but I do not want to weary the Conference by giving all those figures.

Something was said by Mr. Smartt with regard to cotton, and he seemed to think that our cotton trade was being driven out from South America, and that Manchester would have something to say to this. Let me give these figures. There has been nothing like the boom in the cotton trade during the last few years. In 1903 we exported from the United Kingdom of piece goods alone (which does not contain the whole of our cotton exports), 55 million pounds' worth. Last year we exported 75 million pounds' worth of piece goods. That is an increase of 20 million pounds, worth. Germany exported, in 1903, six million pounds' worth; last year they exported seven million pounds' worth. That is an increase of 20 millions in the export trade of the United Kingdom, and an increase of something under one million in the export trade of Germany in cotton piece goods. The exports from the United States increased from five millions to nine millions during the same period, and France has increased from four millions to five million pounds' worth. So taking all these countries together, they exported last year 21 million pounds' worth of cotton piece goods, where we exported 75 million pounds' worth of cotton piece goods, showing an excess of over 50 millions sterling in favour of the United Kingdom. That is doing rather well.

Mr. F. R. MOOR: I am sorry to interrupt, but what are the relative value of the raw material as regards this cotton in these years, because, of course, if the raw material is considerably higher now it makes a great difference in your finished value.

Mr. LLOYD GEORGE: It has increased, but it does not account certainly for all that enormous increase, and if it does, what of France, and what of Germany, and what of the United States of America?

Mr. F. R. MOOR: It does not affect the proposition. They have all to pay the same price for their raw material.

Mr. LLOYD GEORGE: I agree, but I want to point out that the increase in the value of the products exported from Germany during the five years is only one million pounds, and that is to cover not merely the increase of quantity but the increase of price. The increase here is 20 million pounds. As far as I can see, Mr. Moor would suggest that Germany has rather gone back than otherwise, and, if so, we have gone on enormously. I am not sure that a million would cover the difference in the price of the raw material in Germany, but certainly the difference would be covered two or three

times over in our country. But I also have the figures here in yards. The figure I gave was for 1901. This will reassure Mr. Moor. In 1901, we exported 5,364 million yards of cotton piece goods from this country. Last year we exported 6,261 millions. That is an increase of nearly 900 million yards of cotton piece goods in the course of five years. That seems to me to be a very satisfactory state of things, so far as cotton is concerned.

Dr. JAMESON: It may be. It would be very interesting to have the statistics.

Mr. LLOYD GEORGE: They are very interesting to us. We have to live on them. They represent bread and meat from Australia and Canada. They represent our purchasing capacity, and you really ought to rejoice.

Dr. JAMESON: I do, and I hope you are always going to have that prosperity.

Mr. LLOYD GEORGE: Because there is not one single yard of it that does not mean a threepenny chop of Australian mutton, or something of that sort.

Dr. JAMESON: But how many or how few years ago is it that Germany, France, &c., were exporting none, and now they are exporting seven million pounds' worth?

Mr. LLOYD GEORGE: Really, if you are not capable of being satisfied by figures of this sort, you are the most insatiable of men. Nothing will satisfy you. An increase of business in four years of 20 millions pounds is as nothing in your sight. Really I cannot do better than that.

Mr. DEAKIN: He wants to keep it.

Mr. LLOYD GEORGE: You are not merely keeping it but improving upon it. Really, I thought you were more reasonable, Mr. Deakin.

Mr. DEAKIN: That explains his anxiety.

Mr. LLOYD GEORGE: We have increased our business in cotton alone by 20 million pounds in four years—more than the whole of our trade with Australia.

Mr. DEAKIN: That is good.

Mr. LLOYD GEORGE: I think so. Will you convince Dr. Jameson that that is good enough? The total of our exports of cotton manufactures—I am sorry to disturb Dr. Jameson by these figures—last year came to somewhere about 100 million pounds' worth. Now, unless I am mistaken that is twice as much as the total of the cotton exports of all the protected countries of the world put together. If you are not satisfied with twice as much you are hard to please.

Dr. JAMESON: I am quite satisfied with the size of the figures, and I am very glad they are large, and that there is so much margin for a very slow decline.

Mr. LLOYD GEORGE: Germany has really increased very little in the course of 10 years.

Mr. DEAKIN: So much the better.

Mr. F. R. MOOR: What are the figures of the United States in that comparative statement?

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Mr. LLOYD GEORGE: The United States has increased by 4,000,000*l*., we have increased by 20,000,000*l*. Just think of it. The United States of America has got the cotton in one field and the factory in the next. At least she could have it; there is no reason why she should not. We have on the other hand to carry our raw material thousands of miles across the sea, and still we beat them. If that is not a real triumph of British grit, skill and brains——

Mr. DEAKIN: Long may it reign——

Mr. LLOYD GEORGE: And a triumph of the free fiscal system, I do not know what it is.

Mr. DEAKIN: That is an incubus. In spite of it you sometimes manage to increase. My memory was correct as to what I said about the building trade. Mr. Burns says: "At this moment we have, I "am sorry to say, through reasons that I may not go into, a very "large number of men in the building trade who are slack of em- "ployment.

Mr. LLOYD GEORGE: There is no doubt about it.

Mr. DEAKIN: We also have, proportionately to the Colonies, "more surplus unskilled labourers than any of the Colonies possess, "and it does seem to me that if those men in the building trades, who "are a type of men that many of the Colonies pre-eminently want in "opening up new countries, were more closely informed as to the "colonial requirements of labour, we should see a very considerable "number of the men of the building and similar trades, seeking work "in colonies where their work would, perhaps, be for the moment "better, and perhaps ultimately more regular than it is now."

Mr. LLOYD GEORGE: Somebody said something about shipping—Sir James Mackay, I think. The net tonnage of shipping belonging to the United Kingdom, is 10,700,000 tons. Germany, which is our only real competitor, has 2,500,000 tons; so ours is just four times as much as what she has got with all her subsidies and through transit rates.

Mr. DEAKIN: That is only the Mercantile Marine?

Mr. LLOYD GEORGE: Yes. France has 1,400,000 tons, and the United States of America have barely 1,000,000 tons, exclusive of vessels not registered for oversea trade. Do not forget that one time the United States of America divided the trade of the Atlantic with us.

Mr. DEAKIN: Before the war?

Mr. LLOYD GEORGE: Before she became a high tariff country. I know the war drove her undoubtedly into high tariffs and into bad ways.

Mr. DEAKIN: War destroyed her shipping.

Mr. LLOYD GEORGE: As Mr. Deakin says, it destroyed her shipping.

Mr. DEAKIN: The "Alabama" helped to destroy her shipping.

Mr. LLOYD GEORGE: The "Alabama" and McKinley between them destroyed her shipping.

Mr. DEAKIN: That is a matter of opinion as to McKinley.

Mr. LLOYD GEORGE. If I were interested in British shipping

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financially, I would say, long may she (America) remain protectionist!

With regard to the Colonies, Sir William Lyne was very disturbed when he left Sydney Harbour at the spectacle of half the shipping there flying a foreign flag. Well, I do not think he need be very disturbed about our shipping trade with the Colonies. The British tonnage, sailing and steam, in the inter-Colonial trade amounts to 20,500,000 tons.

Mr. DEAKIN: Does that include Australian shipping—local steamers?

Mr. LLOYD GEORGE: No, this is our shipping.

Mr. DEAKIN: Ours is your shipping, too.

Mr. LLOYD GEORGE: I mean now our United Kingdom shipping.

Mr. DEAKIN: All the world over?

Mr. LLOYD GEORGE: In all our Colonies.

Mr. DEAKIN: I thought you might refer only to those owned in Australia?

Mr. LLOYD GEORGE: No. The foreign tonnage is 3,200,000. That is between one-sixth and one-seventh of ours. That is keeping a good distance ahead. I have the figures for Australia, if Mr. Deakin likes to have them. The total of entrances and clearances in the oversea trade of Australia in 1905 under the British flag was 5,500,000 tons, whilst that under foreign flags was only 1,900,000 tons. The proportion there, I agree, is not so favourable to us as when you take the whole of our inter-Colonial trade.

Mr. DEAKIN: You will remember Sir William Lyne speaks, as any one of us would speak, with an experience beginning 20 years ago, when you hardly saw a foreign flag there. That is what makes a great impression in Australia.

Mr. LLOYD GEORGE: I know. One reason for that is that foreign countries are buying more from Australia than they ever did before—more of your wheat and wool.

Mr. DEAKIN: Formerly they carried it in British ships, now they carry them in their own.

Mr. LLOYD GEORGE: They did not carry it at all. They were not customers of yours to the same extent as they are now. There is another reason, no doubt—and there is no use concealing these things, because they are quite obvious. In the old days the wool was bought by us and sold to the Continent. Now you have a direct trade between the Continent and the Colonies. European countries prefer buying direct. They do not want to employ the British middleman, and they are quite right from their point of view; but that was quite inevitable. This is really the great Free Trade argument. The moment they buy from you, that creates trade; you start buying back; it has had the inevitable effect. As long as we were the purchasers we got the whole of the advantages; as soon as they became purchasers they got a share of the advantages; and that has always impressed us in our Free Trade argument. The mere fact that we are able to trade freely with the whole world and open our markets to them makes them buy from us. Therefore, if we go to any market—the Argentine, China, Japan, France, Germany—to sell there, we

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come home with something we have bought. That is undoubtedly the reason why there is more trade between the Colonies and foreign countries than there used to be. That is all I have to say about these figures. If there is anything further anybody likes to ask before I finally leave them, I shall be happy to give it. I am afraid in the Colonies the towering figure of Mr. Chamberlain has given undue prominence to the gloomy views he has uttered about the trade of the British nation. Of course, everything he said would be reported very fully there, and when he said our iron trade had gone, and wool was going, and cotton was disappearing, it naturally created an impression in the Colonies that things were really very bad with British trade, but I am glad the matter has been raised here, as it has enabled me to elucidate it with the figures which I have quoted to you.

I do not propose to deal with the separate point raised in the Australian resolution as to preferential trade between the Colonies and this country being carried in British ships. I understand Mr. Deakin is going to raise the point about treaties, and I think I will defer what I have to say on that point until I have heard his remarks.

We have been told and we have met all the approaches of the Colonies with blank negatives; that for all the substantial concessions—and I am very happy to recognise that they are substantial—which have been made in their tariffs in favour of our trade, we are prepared to offer no return. Let me here express for the Board of Trade, whose duty it is to watch carefully all that affects our trade in all parts of the world, our appreciation of the enormous advantage conferred upon the British manufacturer by the preference given to him in the Colonial markets by recent tariff adjustments. The Canadian preferential tariff has produced a marked effect on our export trade to Canada. It is true that it seems to have benefited Canada even to a larger extent than it has profited us, for I observe from our Trade Returns that our purchases from the Canadian producer have increased, and are still increasing by leaps and bounds, with one or two set backs, and I attribute the great improvement in the trade between Canada and this country very largely to the wise policy of reducing the duties on goods imported from the Mother Country which Sir Wilfrid Laurier initiated in 1897. It has undoubtedly stimulated trade between the two countries. The South African and the New Zealand preferential tariffs have not yet been put to the test by much actual experience; but I cannot for a moment doubt that in some measure the happy results which have ensued from the Canadian preference will be repeated in these cases. The same observation of course applies to Australia; and Great Britain feels, and ought to feel, grateful, not merely for the actual concessions which have been proposed, but even more for the spirit of comradeship—and I think I may even say of affection—which has inspired this new policy. But it is said, it is not enough that you should express your gratitude. The question is, what are you prepared to do in return? I know this has not been put in this form by the Colonies. There is something in Dr. Jameson's resolution which looks perilously like it, but I am sure that the Colonies would not wish to present their case in that form, as they know it would detract from the real value of their action and certainly from its spontaneity. It has been so put by others, and we are bound to take note of it. My first answer would be that Great Britain is the best customer the Colonies have for their products. In the last year for which complete information is avail-

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able the exports from the Self-Governing Colonies to all foreign countries amounted to 40½ million pounds, whilst the exports to the United Kingdom amounted to 93 million pounds, or, excluding bullion and specie, to 66 million pounds. But I should also observe that it is certainly to our mutual advantage that everything within reason should be done to promote commercial intercourse between Britain and the Colonies, and I should be exceedingly sorry if this Conference parted without devoting itself to a careful consideration of every suggestion which has been made for the purpose of developing inter-Imperial commerce. One danger of giving undue prominence to a controvertible suggestion for arriving at a particular end, is that the controversy about that suggestion tends to obscure all other proposals for attaining the same end. Nations which have been accustomed to self-government are apt to attach exaggerated importance to the controversy of the moment. That is our danger just now. I am afraid of the question of preferential tariffs looms so large on the political horizon that its friends may lose its sense of proportion, and think that every alternative proposition is too insignificant to waste time and thought upon. I am glad to think that Mr. Deakin does not think so.

Mr. DEAKIN: No, preferential tariffs are only part of the policy of preferential trade.

Mr. LLOYD GEORGE: I am glad to hear that, but may I appeal to the members of the Conference before they separate to devote some part of their deliberations to the examination of other proposals which have been made for the development of Imperial trade? If they fail to do so, in my humble judgment, opportunities may be lost which may not soon recur. I have an idea of what may be passing in my friends' minds on this point, though they are too courteous to express it at this Conference. They have been assured that Colonial preference is much nearer than we seem to imagine. I know they have been told that the electors have repented of the hasty verdict which they delivered so emphatically eighteen months ago, and that when the opportunity recurs for them to reconsider their decision, it will be given for the policy which is embodied in this resolution. Well, this is no place to embark upon a review of the political situation here, or elsewhere; but it is not altogether irrelevent to the discussion to present two or three considerations for the members of the Conference to reflect upon. This is not the first time the question of Protection has been an issue between parties in this way even within my memory.

Dr. JAMESON: That horrid word "Protection"!

Mr. LLOYD GEORGE: I will accept any word. I do not want to quarrel about words. What is your word.

Dr. JAMESON: Colonial preference.

Mr. LLOYD GEORGE: Well it was not presented in that form then. In 1895 it was called "Fair Trade." They always change the name. In 1885 it was presented in the form of Fair Trade. The Conservative Party took it up very heartily. At that time it looked as if, to use Lord George Hamilton's phrase, it were "a winning horse," but it was beaten; Free Trade won, I think, by a majority of 100. That was a time of very bad trade. So these proposals with regard to imposing tariffs on foreign goods, had every advantage which

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the circumstances of the moment could give them. But what frightened the country off Protection then is what will frighten it off Protection again, and that is not unimportant for you to consider when you think of your proposals for Colonial preference. What frightened the country then was the fear of a tax, or a duty, on food. The agricultural labourers in the counties, the miners and the artisans, would not have it. What happened in 1886—and here is a thing I want you to reflect upon, if I may put it in that form without offence—was that an opportunity then presented itself for the Fair Trade party to come into power on one condition, and that was that it should jettison its Protectionist policy. The Liberal Party proposed a measure which alienated a very considerable portion of its own friends. The Liberal Unionists were then Free Traders, and they said to the Tory party: "We are quite willing to combine with you "on a policy of resistance to these Irish proposals on one condition, "that the administration when it is formed, is to be a Free Trade "one." And Protection was abandoned. In 1885 no one could possibly have prophesied what would have happened in 1886. It was something which occured quite suddenly and unexpectedly. It was a shock even, I think, to Mr. Gladstone's best friends, and in 1886 the Conservatives, who were pledged to Protection and tariffs, came in as a Free Trade party and remained in power as a Free Trade party for 20 years. So much were they a Free Trade party, that even the shilling duty on corn which was put on in an emergency was taken off when it might very well have been used for the purpose of preference to the Colonies. They did not take it off for the sake of preference. The Unionist party were in as a Free Trade party, and were in for 20 years as a Free Trade party, and the proposal which you are now making to us for a preference on Colonial wine they would not look at, they were so squeamish in their Free Trade principles: that was the Unionist party for 20 years. Although in 1885 they were Protectionists up to the lips, in 1886 they became Free Trade, because, I will not say it was the temptation of getting in, because that would be an unfair reflection, and the sort of reflection that, though parties make them against each other, is, I think, unjustifiable—but they felt there was a bigger, a more urgent and a more imminent issue; in their judgment, the country was face to face with a possible disaster, and they had to save it even at the risk of throwing over their Fair Trade principles. They never became a Protectionist party again until the last election. They were beaten in 1885 by 100; they were beaten in 1906 by 300, at least, and I have no hesitation in saying that whatever the contributory elements to that disaster were, there was none that was more potent than the proposals made for a preferential tariff which involved a tax on food. I do not say that was the only issue. It would not be fair for me to say so. You are all gentlemen who have fought elections, and you know you cannot say that 45 per cent. of the result is due to this consideration and 20 per cent. to another consideration. But I do say that this was one of the largest elements. That is twenty years after the proposals were made, and now it is a time of booming trade. Then it was a very disappointing time of bad trade. What is your position now? Have you noticed—and here I want to keep clear of party politics—that our party is solid against taxing food? I am going to put this frankly. Is the other party as solid in favour of it? Mr. Balfour, the late Prime Minister, when he was Prime Minis-

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ter and Leader of the Party, said at Sheffield that this country, in his judgment, for historical reasons, could not be induced to put a tax on corn. He stood by that position for two or three years, and at the last general election not half of the Conservative candidates in the country ever put a duty on corn on their programmes. They were asked "Will you do it?" They either avoided the question or said: No, they would not. I do not think I am exaggerating when I say that was the case with fully one-half of them. Some of the most powerful members of that party now are men—I do not want to name them—who are opposed to the idea of a duty on corn to the very utmost extremity. Their names will present themselves to your minds. Dr. Jameson knows them very well. Where is Mr. Balfour now? Two months ago the question was put to him directly in the House of Commons: "Would you put a duty on corn as a basis of "your preferential tariff"? He absolutely refused to reply. He said something about wine, but that is a small matter from any point of view—too small a matter in my judgment to affect the position one way or the other. But when you come to the large and the most important matter, the question of corn, the Leader of the Opposition refused to pledge himself. Has he done so now? I have seen two or three interpretations of the declarations he has made—interpretations placed upon him by his own supporters. Were you to write a letter to him to say: "Does this mean Mr. Balfour, that if you were "returned to power next year you would propose a duty on corn in "order to give a preference to the Colonies?" the Liberal Publication Department would pay a good price for the answer, if it should be in the affirmative. You will not get it. I am certain you will not. What may happen in the course of the next two or three years, heaven alone knows. You may have some other great issue precipitated into the arena which will divide parties and recast them. You cannot tell. No one can predict now how much the fiscal issue will count at the next general election—things change so rapidly in our politics, as in the politics of other countries. There may be a combination to fight the present Government on other issues which may be sprung upon them. But you must not assume too readily that the question of preferential tariffs is going to be, I will not say a dominating factor, but even a factor at all in the next appeal by the other party to the electors of this country. My reason for saying this is to ask whether, having regard to all these considerations, it would not be well to devote some time to the consideration of proposals of a different character.

Mr. DEAKIN: A bird in hand.

Mr. LLOYD GEORGE: That is it. Would it not be well to devote some time to the consideration of proposals which are none the less important in practical effect in that they are not flavoured with an element of bitter controversy? Sir Joseph Ward, the Premier of New Zealand, in the important speech which he delivered in this debate, has brought before the Conference two or three propositions to which it would in my judgment be well worth our while to devote our most careful consideration. He made, as far as I can recollect, three important suggestions; one was the improvement and the cheapening of cable communications with this country; the second was the appointment of commercial agents or consuls in the Colonies, whose business it would be to assist British trade; and the

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third—and this is undoubtedly the most important and also the most difficult, if I may say so, of the three suggestions which Sir Joseph Ward made—was the improvement of the communications for the transport and passenger traffic between the Mother Country and the Colonies. As to the first, it would be an undoubted advantage to the traders in all these countries if they could communicate their orders quickly at rates which would not be practically prohibitive. Our main object ought to be to shorten the distance between ourselves and our Colonies by every means at our command. It is the distance that handicaps colonial trade in competition with foreign countries which are more favourably situated. As to the second suggestion, a good deal has already been done; but I am not at all satisfied that we have by any means done all that it is in our power to do on this point. I think we have proceeded on much too frugal a scale. If Canada, Australia, and New Zealand had been foreign countries, we should have appointed first-class consuls at a remuneration which would make it worth their while to attend to the business of our merchants in those countries. It would have enabled us to secure first-class men. But seeing that they are British Colonies, we have satisfied ourselves with running our trade intelligence in these vast territories, with their endless possibilities, on the cheap. That, I agree, is a flaw which has to be repaired.

I am doubly glad that the Prime Minister of New Zealand raised this question while the Chancellor of the Exchequer was present to hear his observations. I am not blaming the Treasury, and I certainly am not blaming the Chancellor of the Exchequer, who has invariably—and if I may add, ungrudgingly—acceded to every request made to him by the Board of Trade to spend money in improving and equipment of our Commercial Department, and he has answered our appeals on a very generous scale in the course of the past year, when much greater demands have been made upon him than for many years past. But it shows the advantage of initiating discussions about practical proposals, that Sir Joseph Ward's reference to this subject has encouraged us to go to the Treasury again.

Mr. ASQUITH: Already?

Mr. LLOYD GEORGE: Yes, and the Chancellor of the Exchequer has arrived in this room at a most opportune moment. We have approached the Treasury for the purpose of asking them to grant us more lavish assistance in organising our system for obtaining more complete commercial information in the Colonies, and for assisting our traders there. All we want them to do for us is what they are doing for us already in foreign countries. We do not ask for more at the present moment. We are now considering the question of appointing what I may call "Imperial commercial travellers," if I may put it in that form, whose business it will be to move about in the Colonies to investigate trade conditions and requirements, and to see especially where our trade rivals are getting advantage over us, and to report fully on all these points to the Commercial Department of the Board of Trade. From that Department the information will be confidentially disseminated in the proper quarters. They will also visit the great industrial centres of this country, and will ascertain what kind of produce raised in our Colonies there is a real demand for and how best it can be met by the colonial producer. We hope by this system to produce greater commercial intercourse be-

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tween the Colonies and the Mother Country, which will be to the advantage of all. This is only one out of the many things—small in themselves perhaps, but important in the aggregate—which we are not merely thinking over but taking steps to put into actual operation. Any further suggestions of a kindred kind that come from the Colonies we shall be most thankful for. We have a natural preference for trading with our Colonies, and we would like to know how we could best achieve our ends in this regard in a way that would not hurt, but would rather help our people as well as yours.

Now, we come to the third and undoubtedly the most momentous question of all. It is also, I need hardly say, the suggestion, the working of which is most fraught with difficulty—I will even say with danger—and it has therefore to be approached very carefully and very guardedly with a sincere desire to give it as favourable a consideration as the exigencies of our world-wide trade would justify. It was also put forward in the first instance by Sir Joseph Ward, and it received the support of all those who have hitherto taken part in this great debate. I think also Mr. Deakin and Mr. Moor referred to it, and I think also Sir Wilfrid Laurier.

Mr. DEAKIN: They are all parts of one policy.

Mr. ASQUITH: Sir Wilfrid Laurier had already made a definite proposal on the subject, I understand.

Mr. LLOYD GEORGE: Yes, he has. It is to improve the communications for transport and transit between the Mother Country and the Colonies. Let me say now that in considering this proposal we ought at once to eliminate any idea that a policy of general subsidies would in the least degree benefit our shipping. From that point of view, it has been proved by the experience of France and other countries that any nation helping shipping by means of general State subsidies is thoroughly unsound, and may even be disastrous; and I therefore at once dismiss any suggestion which may be made of approaching this question of improved communications from that point of view. The British Government, you may depend upon it, has gone into this matter very carefully. I do not mean merely the present Government. When our trade rivals are subsidising steamships, there is naturally enough a panic from time to time in this country amongst those who are financially interested in our shipping, and any momentray set back which is inflicted on our shipping is always attributed to the aggressive policy of foreign Governments. We have subsequently always found on investigation, that the extent to which foreign governments do aid their shipping has been in every case grossly exaggerated. The subsidies of Germany are not, with one or two exceptions, at all considerable factors in the development of their trade. In fact, if you compare the subsidies of Germany with what we are giving to our shipping in the way of payment for postal services, I do not think that they pay their shipping on as generous a scale as we do. With those one or two exceptions, which I have already mentioned, where by means in the one case of a direct subsidy to their East African line of steamers, which has now crept on to Durban, and in other cases, by means of through rates of traffic on their railway system, by which undoubtedly they are assisting, not merely their shipping, but to a much larger extent their export trader (he is the man who benefits most by that and not the shipowner)——

Mr. DEAKIN: There is the extraordinary growth of the Nord-

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deutscher Lloyd in recent years; its recent union with the Hamburg-Amerika, and the dividend it pays.

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Mr. LLOYD GEORGE: I am not reflecting upon our own shipowners, but that is very largely due to the extraordinarily skilful management of a magnificent organisation.

Mr. DEAKIN: That adds to it.

Mr. LLOYD GEORGE: There is no doubt about that. Fortunately some time ago the late Government appointed a committee to inquire into shipping subsidies, and I think by way of giving confidence to my friend Sir William Lyne, I ought at once to say that four out of the six members of the Committee appointed for that purpose were strong Tariff Reformers. They heard a good deal of evidence; they examined a good many documents; they sat long and they sat late; and after I think weeks, if not months, of careful sifting of all the evidence, they came to a conclusion which was unhesitatingly adverse to a policy of general government subsidies for British shipping. As this is a matter of great moment, I will make no apology for referring to the conclusions arrived at by this important Committee. I will not read them out but I will put them in:—

RECOMMENDATIONS OF THE SELECT COMMITTEE ON STEAMSHIP SUBSIDIES.

"Your Committee trust, in conclusion, that they have collected "a large amount of valuable information; they are not directed by "the terms of the reference to make recommendations, but it may be "convenient to summarize their opinions expressed in the course of "this Report. They are:—

"1. That the granting of shipping subsidies at considerable pecuniary cost by foreign Governments has favoured the development of competition against British shipowners and trade upon the principal routes of ocean communication, and assisted in the transfer from British to continental ports of some branches of foreign and colonial trade; but that, notwithstanding the fostering effect of subsidies upon foreign competition, British steam shipping and trade have in the main held their own, and under fair conditions British shipowners are able to maintain the maritime commerce of the country.

"2. That subsidies are the minor factor, and commercial skill and industry the major factors, of the recent development of the shipping and trade of certain foreign countries, and notably of Germany, where, for example, the granting of through bills of lading viâ the State railways has had an important effect. In some other countries subsidies have led to no satisfactory results.

"3. That the subsidies given by foreign Governments to selected lines or owners tend to restrict free competition, and so to facilitate the establishments of federations and shipping rings, and therefore that no subsidy should be granted without Government control over maximum rates of freight and over this combination of subsidised with unsubsidised owners to restrict competition.

"4. That the competition of British shipowners with their commercial rivals upon fair conditions, without Government interference by way of subsidies, or by way of control of freights is more healthy, and likely to be more beneficial to the nation and

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Empire than a State-subsidised, and State-controlled system under which the shipowner would have to depend less upon his individual energy and skill, and more upon the favour and support of the Government.

"5. That a general system of subsidies other than for services rendered is costly and inexpedient.

"6. That rare cases occur where in view of special imperial considerations subsidies are necessary for establishing fast direct British communication and that at the present moment such a subsidy should be favourably considered for a line to East Africa where there is no direct British steamship service, and where British trade is handicapped by foreign subsidised steamship lines.

"7. That in all cases of subsidies it is desirable as far as possible to observe the following principles:—

"(i.) That every endeavour should be made to maintain the pre-eminence of British lines, and that it is desirable to secure unification of control by placing the final negotiations in the hands of a small permanent Committee.

"(ii.) That a condition of adequate speed should form part of every subsidy, to ensure rapid communication within the Empire, or to secure fast carriers of food supplies in time of war, or to meet Admiralty requirements.

"(iii.) That no British subsidy should be granted except on condition that the whole or partial sale or hire of any ship in receipt of the subsidy cannot take place without permission of the Government.

"It is desirable that the majority of the boards of directors of subsidised companies should be British subjects.

"(iv.) That on subsidised vessels the captain, officers, and a proportion of the crew ought to be British subjects.

"8. That with a view to the fair competition of British shipowners with their foreign rivals—

'(i.) Board of Trade regulations should be enforced against foreign ships equally with British ships.

"(ii.) Light dues should be abolished.

"(iii.) Means should be taken to obtain the removal of foreign laws and regulations which exclude the British shipowners from the trades appropriated by various foreign Powers to their own shipping as "coasting trade," and that if need be, regulations for the admission of foreign vessels to the British and Colonial trade of this Empire should be used with the object of securing reciprocal advantages for British shipowners abroad."

Mr. LLOYD GEORGE: The Committee reported very strongly against general subsidies, and they came to the conclusion that subsidies are the minor factor, and commercial skill and industry the major factors, in the recent development of the shipping and trade of certain foreign countries, and notably of Germany, where, for example, the granting of through bills of lading by the State railways has had an important effect. In some other countries subsidies have led to no satisfactory results. May I say this, that in my judgment if we wanted really to give the best possible Government assistance to our trade it would be by means of a consideration of the whole problem of our railway system, because the railway system in Germany is so worked as to assist the export trade of Germany. Our

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system is worked here so as to help the man who wants to import from foreign countries. The German railway is a bonus on exports; the British railway is a bonus to the foreign exporter to this country.

Mr. DEAKIN: One of your lines of railway discriminates in favour of foreign imports as against Colonial imports.

Mr. ASQUITH: What is that in reference to?

Mr. DEAKIN: Danish butter and dairy produce has a preference on one, if not more, lines of railway in this country. I have that on the authority of people in the trade.

Mr. LLOYD GEORGE: There are very bad cases. We are being driven to consider very carefully the whole policy of our railway system.

Sir WILFRID LAURIER: What is the system you refer to?

Mr. DEAKIN: The through rate.

Mr. ASQUITH: An inclusive through rate.

Sir JOSEPH WARD: The German through rate I understand is given, provided it is shipped in a German ship.

Mr. LLOYD GEORGE: It is a through rate. For instance, you pay, let us say, 56*s.* a ton from a point inland in Germany to Durban. Supposing you have to go 400 miles further inland to get those goods, instead of paying what would be a fair and reasonable railway rate for the transport of the goods, say, from Magdeburg to Bremen, you only pay an additional 1*s.* or 2*s.*, or some trifling sum of that sort. It is obvious that it does not pay the railway to carry these goods at a half-penny or a farthing per ton per mile. Therefore, somebody must be making up the loss, and the loss falls upon the railway system as a whole. The shipowner gets his 51*s.*, or whatever the charge may be. The loss does not fall upon him; he does not contribute.

Sir WILFRID LAURIER: That is the question of long haulage and short haulage. You may have goods put on for many miles paying no more than for short haulage. It is a constant source of trouble, not so much in Canada as in the United States.

Mr. DEAKIN: Many of the Trust operations in America have been conducted under that cover.

Sir WILFRID LAURIER: That is one of their operations; but their operations are legion. It is the cause of trouble in the United States much more than in Canada.

Mr. LLOYD GEORGE: It is a much more glaring thing than that. For instance, you would hardly charge practically the same rate for carrying goods for 10 miles as for carrying them 500 miles, would you?

Sir WILFRID LAURIER: I understand that under the present system they make through rate from the point inland to port of exportation both for the railway and shipping.

Sir JOSEPH WARD: At a low rate if going by their own shipping

Mr. ASQUITH: To the ultimate point of destination.

Sir JOSEPH WARD: For instance, from Munich to Constantinople a German who is a manufacturer and exporter of a similar line of goods to a manufacturer in England can, in some form or

another, get a rate from Munich to Constantinople so as to give him the chance of obtaining the trade in the Levant more favourably than another manufacturer producing an article in England of the same character can get to the sea-board and on to a steamer.

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Mr. LLOYD GEORGE: I know. Here is a case. "The mileage "rate charged under this tariff"—this special through-rate-tariff—"by "the German State railway for the carriage of goods may be approxi- "mately estimated in the following manner. Taking, for instance, "the rate per ton of 1,000 kilos for 10 tons of the highest class of "goods (such as india-rubber articles, hats, silks, electro-plate, shoes, "&c.) from Munich to Alexandria, Bralia, Constantinople, Galatz, "&c., this would be 7*s*. Taking on the other hand the rate for the "same goods to the same destination from Bergedorf about 10 miles "only from Hamburg, the same is only 56*s*. 1*d*. It would result "therefrom that 14*s*. 11*d*. is the mileage rate for the railway carriage "between Munich and Bergedorf, and that the rate per ton per mile "(as Munich is 493 miles from Bergedorf) is thus a fraction over "one-third of 1*d*." No railway in the world can carry those goods at that rate. It therefore means that the cost falls upon the State system of railways.

(Sir Joseph Ward.)

Sir WILFRID LAURIER: Do you mean the loss is borne by the State?

Mr. LLOYD GEORGE: By the railways. The whole system belongs to the State in Germany, and the State makes a great profit upon the system as a whole. It pays them undoubtedly well. The German traders I saw here a short time ago were very satisfied with the whole system, and said it was worked in such a way as to assist the development of trade and industry there.

Sir JOSEPH WARD: The whole thing is scientifically worked now.

Mr. LLOYD GEORGE: Yes. I have put in the conclusions of this Committee, so that the Members of the Conference can peruse them at their leisure. I would not think for my part of even considering a suggestion of this character if it were intended in any way as a proposal for buttressing up British shipping at the expense of the general tax-payer. I think it is better to say so at once, in order to clear that idea out of the way. It will make it all the easier for us to discuss the proposal actually outlined from other points of view. I gather that that is the opinion of Sir Joseph Ward also. He has not put it on the ground of subsidising ships.

Sir JOSEPH WARD: Certainly not.

Mr. LLOYD GEORGE: I know his anxiety is—and that anxiety we share with him—to bring the Colonies and the Mother Country nearer together in point of time, and to bring their produce to the market, if possible, at rates which would not unduly handicap them in competition with foreign countries. We realise that the Empire produces almost every conceivable commodity required by her inhabitants. One of the advantages of an Empire so widely scattered is that it possesses every character of climate and soil; but on the other hand the disadvantages of such geographical distribution is to be found in the difficulty of bringing the commodities to its consumers in the different parts of the Empire as required. This resolves itself into a question of facilities for transport: the provision of the

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means for rapid and inexpensive communication between the constituent parts of the Empire. The problem that has been suggested to us by Sir Joseph Ward and Sir Wilfrid Laurier and other speakers is to reduce, as far as possible, the natural disadvantage of distance under which we suffer. The prompt and the cheap delivery of foods, perishable articles, and raw materials is a very big factor to the consumer and manufacturer, and it is these commodities which are so largely produced in the Colonies and so largely required in this country. The development and acceleration of inter-Imperial communication for business purposes would undoubtedly be a movement in which all parts of the Empire would share for their mutual benefit. It would result, not only in increased facilities for the marketing of goods and for stimulating the development of trade, but in giving important opportunities to the movement of individuals from one part of the Empire to another. By bringing the distant parts of the Empire nearer to the centre it would make the Empire more compact. All that is an essential element in trade. This is the proposal which is put before us, and it is well worthy of our best, and, I would say, of our most immediate consideration. We have had no schemes placed before us up to the present, and in a decision of such vital consequence, direct and indirect, not merely to the trade, but to the general efficiency of the Empire, the method of working is of the very essence of the scheme. I could conceive plans which with the best intentions in the world would lead to dissension, difficulty, perhaps disaster; but it ought not to be beyond the resources of British statesmanship to devise some plan which will achieve an end in itself so desirable. In my mind, it would have at least this one advantage over preferential tariffs: I believe—and in this I share the conviction of millions of my fellow-countrymen—that a preferential tariff, necessarily involving as it does a duty on corn and raw materials, would increase the price of products which it is necessary that our people should get at the lowest possible price. In that I gather from Mr. Deakin, he does not quite agree with me; and Dr. Jameson certainly took exception to that statement when I made it before. On the other hand, the improvement of our transport facilities would have the effect of cheapening the price of the Colonial commodities which we are so anxious to get into our markets to feed our manufacturers and our men. Now, you may ask whether I have anything definite to propose. The proposal was first made to us by Sir Joseph Ward on Tuesday last. He, I gather, is not prepared to submit any definite, settled, and thought-out scheme. He contented himself in his speech with giving a general indication of the lines upon which a discussion of this topic might usefully proceed. Would it not be well that schemes should be elaborated in detail after thinking out all the ramifications of the problem with which we are confronted? I have during the last few days seen a good many men who are experts on such questions, and talked to them upon this subject, and whilst they have convinced me that the difficulties to be overcome are enormous, I am not satisfied that the project is a hopeless one. Once these schemes have been prepared and presented with the full responsibility of the respective Governments behind them, we might then each examine them and confer further on the question.

There is one other matter to which I feel I ought to refer. It has been imputed to the Government of which I am a member that it has coldshouldered the Colonies.

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Mr. DEAKIN: Are you referring to a remark made by me?

Mr. LLOYD GEORGE: I think it was made by you.

Mr. DEAKIN: I have already pointed out several times that the very necessary habit of newspaper compression was responsible for that expression being misinterpreted. I was speaking to an audience of ladies- the Victoria League—when I met a deputation from the British Woman's Emigration League. Both in speaking to me complained as others did of not receiving the encouragement which they thought they were entitled to from the Government of this country. Their complaints related to matters extending over a certain number of years, and therefore refers not to any particular government but to your governments in general. Complaints of what we in the Colonies with our habits of State action certainly consider an unsympathetic attitude in your governments and departments generally are constantly made. I was speaking on that platform in that relation, urging them not to cease their admirable work of sending out women of character, reputation and assisting them to become established in the Colonies, nor to cease to use your educational systems to familiarise them with our advantages. I urged them not to be discouraged by any cold-shouldering on the part of governments or their departments. Some of my colleagues here were present. I was urging them not to relax their efforts nor to permit themselves to be crushed, but to appeal from the departmental neglect and to rely upon public support to enable them to do what we in the Colonies think our Governments ought to assist them in doing there. It was in that particular relation the word "cold-shoulder" was used. I had not at the moment anything in my mind that has transpired at this Conference.

Mr. LLOYD GEORGE: I am sure I am delighted to hear that.

Mr. ASQUITH: And I, too.

Mr. DEAKIN: If I had anything to say on that topic that would not have been the meeting or the place at which I should have said it.

Mr. LLOYD GEORGE: That is what I thought. It would have been better to say it here face to face. I am not quarrelling so much with what you said as with the interpretation placed upon it by certain journals. I am not sorry I have referred to it, because it has given Mr. Deakin the opportunity of clearing up that matter.

Mr. DEAKIN: I have corrected it in several places already.

Mr. LLOYD GEORGE: All I say is, that we have given to the Colonies the answer which they would have given us if we had endeavoured to induce them for Imperial or other reasons to change their fiscal system, a system established, according to Mr. Deakin, purely in the interests of Australia. That is the fiscal system you consider best in the interest of Australia.

Mr. DEAKIN: Our fiscal system in the interest of Australia and our preference system in the interest of the Empire.

Mr. LLOYD GEORGE: We could have given them no other reply to any proposal which involved the taxing of the food of the people; and the Colonial representatives knew that before they started for this Conference. I would ask them to consider what are the conditions of a thickly-populated country like ours, dependent for its supplies on other lands. If Australia and New Zealand had the

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same population per square mile as Great Britain has, then the Australian census would reveal the presence of more than a thousand million of men and women and children crowded on Australian soil, dependent inevitably as we are for the very necessaries of life upon what is brought to their harbours of the surplus of other lands. Let Australia pray God, when that time comes, that she may have no slums on her soul.

Mr. DEAKIN: We will not, if legislation can prevent it.

Mr. LLOYD GEORGE: I know. I was very much impressed by what Sir Joseph Ward told me about the social position of the people of New Zealand. He assured me that for years no beggar had accosted him in that fortunate land. We, in these old countries, are not so happily circumstanced. Neither Free Trade nor Protectionist countries can claim that they are immune from dire poverty and distress amongst large masses of their population. We have in every old country of the world multitudes of poor people who, from the cradle to the grave, are never out of sight or hearing distance of the wolves of hunger. Attempts have often been made to saddle our fiscal system with responsibility for the distress of our times; there might have been something to say for that had Protectionist countries been free from the same condition, and also if it had not been for the fact that Britain is, in spite of everything, the richest country under the sun per head of her population. Free Trade has been a great success as a wealth-creating machine, and all this wretchedness is not so much the sorrow as the shame of Great Britain. Had our Colonial friends proposed resolutions calling upon us to use the gigantic resources of this country to put an end for ever to a condition of things which is a blot on the fair fame of the Empire as a whole, then we should have been happy to have assented to their resolution, and to do all in our power to give it effect. But an alteration in our fiscal system is not going to achieve this end; the causes are deeper, as they are older, than any existing fiscal system. The most rabid Free Trader would not have contended that the abolition of the tariffs of the Continent would put an end to all the poverty that exists in Continental countries, and we feel perfectly certain that a change from Free Trade to Protection would simply aggravate the distress we wish altogether to avert. You seem in the New World to be profiting by the bitter experience of the Old, and dealing thoroughly and effectively with the social and economic evils that afflict your people ere those evils harden into malignity; but when we seek to heal those sores in these tradition-bound countries, we do so timidly and fearfully, as men would attempt interfering with the dispensations of Providence. It will be a long time ere we can summon the courage to apply remedies which you have already boldly used for less aggravated evils. In the meantime there will be much suffering and privation in this land of abundant plenty. We beseech you, then, not to lend countenance to any schemes which, however much they might profit you, would have the effect of increasing by one grain of sand the weight of unendurable poverty now borne by many sons and daughters of this affluent country.

I am exceedingly obliged to the Conference for having listened to me so patiently.

Adjourned to to-morrow at half-past 10 o'clock.

TWELFTH DAY.

Twelfth Day. 7th May, 1907.

HELD AT THE COLONIAL OFFICE, DOWNING STREET,
TUESDAY, 7TH MAY, 1907.

PRESENT:

The Right Honourable The EARL OF ELGIN, K.G., Secretary of State for the Colonies (President).

The Right Honourable Sir WILFRID LAURIER, G.C.M.G., Prime Minister of Canada.

The Honourable Sir F. W. BORDEN, K.C.M.G., Minister of Militia and Defence (Canada).

The Honourable L. P. BRODEUR, Minister of Marine and Fisheries (Canada).

The Honourable ALFRED DEAKIN, Prime Minister of the Commonwealth of Australia.

The Honourable Sir W. LYNE, K.C.M.G., Minister of Trade and Customs (Australia).

The Honourable Sir JOSEPH WARD, K.C.M.G., Prime Minister of New Zealand.

The Honourable L. S. JAMESON, C.B., Prime Minister of Cape Colony.

The Honourable Dr. SMARTT, Commissioner of Public Works (Cape Colony).

The Right Honourable Sir ROBERT BOND, K.C.M.G., Prime Minister of Newfoundland.

The Honourable F. R. MOOR, Prime Minister of Natal.

General The Honourable LOUIS BOTHA, Prime Minister of the Transvaal.

The Right Honourable WINSTON S. CHURCHILL, M.P., Parliamentary Under Secretary of State for the Colonies.

Sir FRANCIS HOPWOOD, K.C.B., K.C.M.G., Permanent Under Secretary of State for the Colonies.

Sir J. L. MACKAY, G.C.M.G., K.C.I.E., on behalf of the India Office.

Mr. H. W. JUST, C.B., C.M.G., }
Mr. G. W. JOHNSON, C.M.G., } *Joint Secretaries.*

Mr. W. A. ROBINSON,
Assistant Secretary.

ALSO PRESENTS:

The Right Honourable H. H. ASQUITH, M.P., Chancellor of the Exchequer.

The Right Honourable D. LLOYD GEORGE, M.P., President of the Board of Trade.

Mr. W. RUNCIMAN, M.P., Financial Secretary to the Treasury.

Mr. H. LLEWELLYN SMITH, C.B., Permanent Secretary to the Board of Trade.

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Mr. A. WILSON FOX, C.B., Comptroller-General of the Commercial, Statistical, and Labour Departments of the Board of Trade.
Mr. G. J. STANLEY, C.M.G., of the Board of Trade.
Mr. ALGERTON LAW, of the Foreign Office.
Mr. THOMAS W. HOLDERNESS, C.S.I., of the India Office.

PREFERENTIAL TRADE.

Preferential Trade.

CHAIRMAN: I am not quite sure how the members of the Conference would wish to proceed at this particular point of our proceedings, but I think we are all agreed that we must, if possible, close the discussion on which we have been engaged the last few days during this sitting. I only wish to say with regard to myself, that I do not wish to detain the Conference by any intervention in this debate, because the case for the Government has been put by the heads of those departments of His Majesty's Government who are specially responsible, and, as far as I am concerned, I am entirely in accord with the principles and sentiments which they have expressed; but my friend, and the representative of the Colonial Office in the House of Commons, Mr. Churchill, would like to say a few words to the Conference on one particular side of this question of which he is specially in charge, and I ask the Conference to hear him now.

Mr. DEAKIN: We shall all be delighted.

Mr. WINSTON CHURCHILL: Lord Elgin and gentlemen, the economic aspect, both from the point of view of trade and finance, of the question of Imperial Preference has already been dealt with very fully by the Chancellor of the Exchequer and the President of the Board of Trade, and I desire in the very few observations with which I shall venture to trespass upon the indulgence of the Conference to refer very little to the economic aspect, but rather to examine one or two points about this question of a political, of a Parliamentary, and almost of a diplomatic character. I want to consider for a moment what would be the effect of a system of preferences upon the course of Parliamentary business. The course of Colonial affairs in the House of Commons is not always very smooth or very simple to discover, and I am bound to say that, having for one-and-a-half years been responsible for the statements on behalf of this Department which are made to the House of Commons, I think enormous difficulties would be added to the discharge of Colonial business in the House of Commons if we were to involve ourselves in a system of reciprocal preferences. I think everyone will agree, from whatever part of the King's dominions, or to whatever party he belongs, that Colonial affairs suffer very much when brought into the arena of British party politics. Sometimes it is one party and sometimes it is another which is concerned to interfere in the course of purely Colonial affairs, and I think such interferences are nearly always fraught with vexation and inconvenience to the Dominions affected. Now, the system of Imperial preference inevitably brings Colonial affairs into the Parliamentary and the party arena; and, if I may say so, it brings them into the most unpleasant part of Parliamentary and political work, that part which is concerned with raising the taxation for each year. It is very easy to talk about preference in the abstract and in general terms, and very many pleasant things can be said about mutual profits and the good feeling

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which accrues from commercial intercourse. But in regard to preference, as in regard to all other tariff questions, the discussion cannot possibly be practical unless the propositions are examined in precise detail—in exact and substantial detail. Many people will avow themselves in favour of the principle of preference who would recoil when the schedule of taxes was presented to their inspection. I, therefore, leave generalities about preference on one side. I leave also proposals which have been discussed that we should give a preference on existing duties. I think it is quite clear that no preference given upon existing duties could possibly be complete or satisfactory. It could at the very best only be a beginning, and Dr. Jameson and Dr. Smartt when they urged us with so much force to make a beginning by giving a preference on South African tobacco have clearly recognized and frankly stated that preference would in itself be of small value, but that it would be welcomed by them as conceding the larger principle. Therefore, I think, we are entitled to say, that before us at this Conference is not any question of making a small or tentative beginning on this or that particular duty, but we have to make up our minds upon the general principle of the application of a reciprocal preference to the trade relations of the British Empire. If that be so, I am bound to say that I think that the representatives of the self-governing Dominions who ask us to embark on such a system ought to state bluntly and abruptly the duties which would be necessary to give effect to such a proposal. I thought what Mr. Deakin said on this point was extremely correct. He said that if the principle of preference were agreed upon between the Mother Country and the Colonies, it would be left to each partner to that general resolution to select the duties by which they would give effect to the principle of preference. That is a very correct attitude, and I am quite sure that Mr. Deakin was very glad to be able to assume it. I know, in the House of Commons, myself, the satisfaction with which I have been able sometimes to parry an awkward question with a highly correct answer. The question whether raw material is to be taxed is absolutely vital to any consideration of Imperial preference. Although I think it is a very good answer, when the direct question is raised, to say that the Colonies would leave that to the Mother Country, those who urge upon us a system of reciprocal preference are bound to face the conclusions of their own policy, and are bound to recognise that that request, if it is to be given effect to in any symmetrical, logical, complete, or satisfactory, or even fair and just manner, must involve new taxes to us on seven or eight staple articles of consumption in this country. I lay it down, without hesitation, that no fair system of preference can be established in this country which does not include taxes on bread, on meat, and on that group of food stuffs classified under the head of dairy produce, and which does not also include taxes on wool and leather and on other necessaries of industry. No uniform or fair system which did not include that could possibly be established. If that be so, seven or eight new taxes would have to be imposed to give effect to this principle you have brought before us. Those taxes would have to figure every year in our annual Budget. They would have to figure in the Budget resolution of every successive year in the House of Commons. There would be two opinions about each of these taxes; there will be those who like them and favour the principle, and who will applaud the policy, and there will be those who dislike them.

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There will be the powerful interests which will be favoured and the interests which will be hurt by their application. So you will have, as each of those taxes comes up for the year, a steady volume of Parliamentary criticism directed at the taxes. Now that criticism will, I imagine, flow through every channel by which those taxes may be assailed. It will seek to examine the value, necessarily in a canvassing spirit, of the Colonial Preferences as a return for which these taxes are imposed. It will seek to dwell upon the hardship to the consumers in this country of the taxes themselves. It will stray further, I think, and it will examine the contributions which the self-governing Dominions make to the general cost of Imperial defence; and will contrast those contributions with a severe and an almost harsh exactitude with the great charges borne by the Mother Country.

Mr. DEAKIN: We have enjoyed that already for some time.

Mr. WINSTON CHURCHILL: It is perfectly true that there has been a debate upon that subject in the House of Commons, but the manner in which that question when raised was received by the whole House, ought, I think, to give great satisfaction to the representatives of the self-governing Dominions. We then refused to embark upon a policy of casting-up balances as between the Colonies and the Mother Country, and, speaking on behalf of the Colonial Office, I said that the British Empire existed on the principles of a family and not on those of a syndicate. But the introduction of those seven or eight taxes into the Budget of every year will force a casting-up of balances every year from a severe financial point of view. Now, I think it has been said, and will be generally admitted, that there is no such a thing in this country as an anti-Colonial party. It does not exist. Even parties not reconciled to the British Government, who take no part in our public ceremonial, are glad to take opportunities of showing the representatives of the self-governing Dominions that they welcome them here, and desire to receive them with warmth and with cordiality. But I cannot conceive any process better calculated to create an anti-Colonial party, to manufacture an anti-Colonial than this process of subjecting to the scrutiny of the House of Commons year by year, through the agency of taxation, the profit and loss, so to speak, in its narrow financial aspect, of the relations of Great Britain and her Dominions and dependencies.

Then, I think, that this system of reciprocal preference, at its very outset, must involve conflict with the principle of self-government, which is at the root of all our Colonial and Imperial policy. The whole procedure of our Parliament arises primarily from the consideration of finance, and finance is the peg on which nearly all our discussions are hung, and from which many of them arise. That is the historic origin of a great portion of the House of Commons procedure, and there is no more deeply-rooted maxim than the maxim of "grievances before supply." Now, let me suppose a system of preference in operation. When the taxes come up to be voted each year, members would use those occasions for debating Colonial questions. I can imagine that they would say: We refuse to vote the preference tax to this or that self-governing Dominion unless our views, say, on native policy or some other question of internal importance to the Dominion affected have been met and have been accepted beforehand. At present it is open to the Colony affected

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to say: These matters are matters which concern us; they are within the scope of responsible self-governing functions, and you are not called upon to interfere. It is open for the Dominion concerned to say that. It is also open for the representative of the Colonial Office in the House of Commons to say that, too, on their behalf. But it will no longer be open, I think, for any such defence to be offered when sums of money, or what would be regarded as equivalent to sums of money, have actually to be voted in the House of Commons through the agency of these taxes for the purpose of according preference to the different Dominions of the Crown, and, I think, members will say, "If you complain of our interference, why do you force "us to interfere? You have forced us to consider now whether we "will or will not grant a preference to this or that particular Domi-"nion for this year. We say we are not prepared to do so unless or "until our views upon this or that particular question have been met "and agreed to." I confess I see a fertile, frequent, and almost inexhaustible source of friction and vexation arising from such causes alone.

Then I should like to say that there is a more serious infringement, as it seems to me, upon the principle of self-government. The preferences which have hitherto been accorded to the Mother Country by the self-governing States of the British Empire are free preferences. They are preferences which have been conceded by those States, in their own interests and also in our interests too. They are freely given, and, if they gall them, can as freely be withdrawn; but the moment reciprocity is established and an agreement has been entered into to which both sides are parties, the moment the preference become reciprocal, and there is a British preference against the Australian or Canadian preferences, they become not free preferences, but what I venture to call locked preferences, and they cannot be removed except by agreement, which is not likely to be swiftly or easily attained.

Now, Lord Elgin, I must trench for one moment upon the economic aspect. What does preference mean? It can only mean one thing. It can only mean better prices. It can only mean better prices for Colonial goods.

Dr. JAMESON: Oh, no. It will make a much larger volume of trade, which is often better than better prices.

Mr. WINSTON CHURCHILL: I assert, without reserve, that preference can only operate through the agency of price. All that we are told about improving and developing the cultivation of tobacco in South Africa, and calling great new areas for wheat cultivation into existence in Australia, depends upon the stimulation of the production of those commodities, through securing to the producers larger opportunities for profit. I say that unless preference means better prices it will be ineffective in achieving the objects in favour of which it is urged.

Dr. JAMESON: Surely if I sell 100 lbs. of tobacco at $\frac{1}{2}d.$ per lb. profit I do much better than selling 5 lbs. at $\frac{3}{4}d.$ per lb. profit. Surely that is very patent.

Mr. WINSTON CHURCHILL: But the operation of preference consists in putting a penal tax upon foreign goods, and the object of putting that penal tax on foreign goods is to enable the Colonial supply to rise to the level of the foreign goods plus the tax, and by

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so conferring upon the Colonial producer a greater advantage, to stimulate him more abundantly to cater for the supply of that particular market. I say, therefore, without hesitation, that the only manner in which a trade preference can operate is through the agency of price. I am bound to say that if preference does not mean better prices it seems to me a great fraud on those who are asked to make sacrifices to obtain it. It means higher prices—that is to say, higher prices than the goods are worth if sold freely in the markets of the world.

Dr. JAMESON: If you use the words "more profit" instead of "better prices," then that will explain the thing.

Mr. DEAKIN: Wholesale production is always cheaper than retail. It would be a great advantage to our farmers if they could simply increase their acreage at existing prices. On the whole transaction, without the alteration of a farthing in prices, they then would be much better off, because they would cultivate a larger crop more cheaply, transmit it more cheaply, and get the shipping accommodation more cheaply in bulk. They would get all the advantages of wholesale production instead of retail production.

Mr. WINSTON CHURCHILL: If there is no enhancement of price to be expected on the part of the Colonial producer, why does not he now embark on all these developments which are promised?

Mr. DEAKIN: Because with present supply to your open market that might mean reducing the price below the profitable limit. We are satisfied with the prices of the last four or five years, but if we had produced much more we might have brought it below that satisfactory limit, unless we had a preference. It really amounts to what I tried to put as the wholesale and retail argument without alteration of price.

Mr. WINSTON CHURCHILL: There is an advantage in wholesale production. I am not disputing that.

Mr. F. R. MOOR: A more important point is this, it stimulates the population of your large Colonies where you have such an enormous undeveloped area of country.

Mr. WINSTON CHURCHILL: That is quite true. I am quite ready to admit that the fact that you make a particular branch of trade more profitable, induces more people to engage in that branch of trade. That is what I call stimulating Colonial production through the agency of price. I am quite prepared to admit that a very small tax on staple articles would affect prices in a very small manner. Reference has been made to the imposition of a shilling duty on corn, and I think it was Mr. Moor who said, yesterday, that when the 1*s.* duty was imposed prices fell, and when it was taken off prices rose. That may be quite true. I do not know that it is true, but it may be. The imposition of such a small duty as 1*s.* on a commodity produced in such vast abundance as wheat, might quite easily be swamped or concealed by the operation of other more powerful factors. A week of unusual sunshine, or a night of late frost, or a ring in the freights, or violent speculation, might easily swamp and cover the operation of such a small duty; but it is the opinion of those whose economic views I share—I cannot put it higher than that—that whatever circumstances may apparently conceal the effect of the duty on prices, the effect is there all the same, and that any

duty that is imposed upon a commodity becomes a factor in the price of that commodity. I should have thought that was an almost incontestable proposition.

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Mr. DEAKIN: Most of your propositions seem incontestable to you, but our experience refutes many of them.

(Mr. Churchill.)

Mr. WINSTON CHURCHILL: In that respect, Mr. Deakin, I enjoy the same advantage of conviction as you enjoy yourself.

Mr. DEAKIN: We do not say our opinions are incontestable. We say they are open to argument and illustration by experience.

Mr. WINSTON CHURCHILL: Here you have the two different sides of the bargain, the sellers and the buyers, the sellers trying to get all they can, and the buyers trying to give as little as they can. An elaborate process of what is called the higgling of the market goes on all over the world between exchanges linked up by telegraph, whose prices vary to ⅛th and ¼nd. We are invited to believe that with all that subtle process of calculation made from almost minute to minute throughout the year, the imposition of a duty or demand for 1,000,000*l.* or 2,000,000*l.* for this or that Government, placed suddenly upon the commodity in question as a tax, makes no difference whatever to the cost to the consumer, that it is borne either by the buyer or by the seller, or provided in some magical manner. As a matter of fact, the seller endeavours to transmit the burden to the purchaser, and the purchaser places it upon the consumer as opportunity may occur in relation to the general market situation all over the world. That is by way of digression only to show that we believe that a tax on a commodity is a factor in its price, which I thought was a tolerably simple proposition. What a dangerous thing it will be, year after year, to associate the idea of Empire, the idea of our brethren beyond the seas, the idea of these great young self-governing Dominions in which our people at present take so much pride, with an enhancement however small in the price of the necessary commodities of the life and the industry of Britain! It seems to me that, quite apart from the Parliamentary difficulty to which I have referred, which I think would tend to organise and create anti-Colonial sentiment, you would, by the imposition of duties upon the necessities of life and of industry, breed steadily year by year, and accumulate at the end of a decade a deep feeling of sullen hatred of the Colonies, and of Colonial affairs among those poorer people in this country to whom Mr. Lloyd-George referred so eloquently yesterday, and whose case when stated appeals to the sympathy of everyone round this table. That, I think, would be a great disaster.

But there is another point which occurs to me, and which I would submit respectfully to the Conference in this connection. Great fluctuations occur in the price of all commodities which are subject to climatic influences. We have seen enormous fluctuations in meat and cereals and in food stuffs generally from time to time in the world's markets. Although we buy in the markets of the whole world, we observe how much the price of one year varies from that of another year. These fluctuations are due to causes beyond our control. We cannot control the causes which make the earth refuse her fruits at a certain season, nor can we, unfortunately, at present, control the speculation which always arises when an unusual stringency is discovered. Compared to these forces, the taxes which you suggest should be imposed upon food and raw materials might, I ad-

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mit, be small; but they would be the only factor in price which would be absolutely in our control. If, from circumstances which we may easily imagine any of the great staple articles which were the subject of preference should be driven up in price to an unusual height, there would be a demand—and I think an irresistible demand—in this country that the tax should be removed. The tax would bear all the unpopularity. People would say: "That, at any rate, we can take off, and relieve the burden which is pressing so heavily upon us." But now see the difficulty in which we should then be involved. At present all our taxes are under our own control. An unpopular tax can be removed; if the Government will not remove it they can be turned out and another Government can be got from the people by election to remove the tax. It can be done at once. The Chancellor of the Exchequer can come down to the House and the tax can be repealed if there is a sufficient demand for it. But these food taxes by which you seek to bind the Empire together—these curious links of Empire which you are asking us to forge laboriously now, would be irremovable, and upon them would descend the whole weight and burden of popular anger in time of suffering. They would be irremovable because fixed by treaty with self-governing Dominions scattered about all over the world, and in return for those duties we should have received concessions in Colonial tariffs on the basis of which their industries would have grown up tier upon tier through a long period of time. Although, no doubt, another Conference hastily assembled might be able to break the shackle which would fasten us, to break that fiscal bond which would join us together and release us from the obligation, that might take a great deal of time. Many Parliaments and Governments would have to be consulted, and all the difficulties of distance would intervene to prevent a speedy relief from that deadlock. If the day comes when you have a stern demand, and an overwhelming demand of a Parliament in this country, backed by the democracy of this country suffering acutely from high food prices, that the taxes should be removed, and on the other hand the Minister in charge has to get up and say that he will bring the matter before the next Colonial Conference two years hence, or that he will address the representatives of the Australian or Canadian Governments through the agency of the Colonial Office, and that in the meanwhile nothing can be done—when you have produced that situation, then, indeed, you will have exposed the fabric of the British Empire to a wrench and a shock which it has never before received, and which anyone who cares about it cannot fail to hope that it may never sustain.

Dr. JAMESON: Would not it be possible to mitigate this "awful shock" by making some original reservation to provide for these awful possibilities—these emergencies?

Mr. F. R. MOOR: We have it already.

Dr. JAMESON: There are often reservations for emergencies in treaty obligations.

Mr. WINSTON CHURCHILL: It is not a mere question of goodwill on either side. When you begin to deflect the course of trade you deflect it in all directions and for all time in both countries which are parties to the bargain. Your industries in your respective colonies would have exposed themselves to a more severe competition from British goods in their markets, and would have adjusted them-

selves on a different basis, in consequence. Some Colonial producers would have made sacrifices in that respect for the sake of certain advantages which were to be gained by other producers in their country by a favoured entry into our market. That one side of the bargain could be suddenly removed without inflicting injustice on the other party to the bargain appears to me an impossibility.

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Those are practically all the observations with which I wish to trouble the Conference, and I must say I am very much obliged to members of the Conference for the patience with which they have heard these views.

I submit that preferences, even if economically desirable, would prove an element of strain and discord in the structure and system of the British Empire. Why, even in this Conference, what has been the one subject on which we have differed sharply? It has been this question of preference. It has been the one apple of discord which has been thrown into the arena of our discussions. It is quite true we meet here with a great fund of goodwill on everybody's part, on the part of the Mother Country and on the part of the representatives of the self-governing Dominions—a great fund of goodwill which has been accumulated over a long period of time when each party to this great confederation has been free to pursue its own line of development unchecked and untrammelled by interference from the other. We have that to start upon, and consequently have been able to discuss in a frank and friendly manner all sorts of questions. We have witnessed the spectacle of the British Minister in charge of the trade of this country defending at length and in detail the fiscal system—the purely domestic, internal fiscal system of this country from very severe, though perfectly friendly and courteous criticism on the part of the other self-governing communities. If that fund of goodwill to which I have referred had been lacking, if ever a Conference had been called together when there was an actual anti-colonial party in existence, when there was really a deep hatred in the minds of a large portion of the people of the country against the Colonies, then I think it is quite possible that a Conference such as this would not pass off in the smooth and friendly manner in which this has passed off. You would hear recrimination and reproaches exchanged across the table; you would hear assertions made that the representatives of the different States who were parties to the Conference were not really representatives of the true opinion of their respective populations, that the trend of opinion in the country which they profess to represent was opposed to their policy and would shortly effect a change in the views which they put forward. You would find all these undemocratic assertions that representatives duly elected do not really speak in the name of their people, and you would, of course, find appeals made over the heads of the respective Governments to the party organisations which supported them or opposed them in the respective countries from which they came. That appears to me to open up possibilities of very grave and serious dangers in the structure and fabric of the British Empire from which I think we ought to labour to shield it. My Right Honourable friend, the Chancellor of the Exchequer, has told the Conference with perfect truth—in fact it may have been even an under-estimation—that if he were to propose the principle of preference in the present House of Commons it would be rejected by a majority of three to one. But even if the present Government could command a majority upon the subject, they would

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have no intention whatever of proposing it. It is not because we are not ready to run electoral risks that we decline to be parties to a system of preference; still less it is because the present Government is unwilling to make sacrifices, in money or otherwise, in order to weave the Empire more closely together. I think a very hopeful deflection has been given to our discussion when it is suggested that we may find a more convenient line of advance by improving communications, rather than by erecting tariffs—by making roads, as it were, across the Empire, rather than by building walls. It is because we believe the principle of preference is positively injurious to the British Empire, and would create, not union, but discord, that we have resisted the proposal. It has been a source of regret, I think, that on this subject we cannot come to an agreement. A fundamental difference of opinion on economics, no doubt, makes agreement impossible; but although we regret that, I do not doubt that in the future, when Imperial unification has been carried to a stage which it has not now reached, and will not, perhaps, in our time attain, people in that more fortunate age will look back to the Conference of 1907 as a date in the history of the British Empire when one grand wrong turn was successfully avoided.

Sir WILFRID LAURIER: Lord Elgin and gentlemen, I think we have spent nearly a week over this subject, and perhaps the time has come now when we may reach a conclusion upon it. At the opening of this debate I stated that, for my part, I intended at the proper time to move again the resolution which was affirmed by the Conference of 1902. I have listened with very great interest, as everybody has, and very great attention also, to everything that has been said, and I see no reason at present to change the opinion which I formed then.

Mr. Deakin, in the course of the very able presentment which he made of the case as he conceived it on the part of the Dominions beyond the Seas, referred us to the case of the German Zollverein. Sir William Lyne, who followed, took the same line also. It is certainly a case in point, and the only regret I have, for my part, is that I cannot see my way to accept the policy of such a Zollverein as was adopted in Germany towards the year 1830, if I remember right. Nor do I see that any of the Dominions which are here represented could be in a position to accept that principle. In case of the German people, commercial unity preceded political unity. With us, political unity exists. We are all subjects of the same Sovereign. The question before us is whether or not commercial unity can also follow. The German peoples when the Zollverein was first introduced, were, if I may use the expression, a mob of principalities. There was quite a number, some 30 or more dependencies of all sizes, some big and some small, and each one had its own Sovereign, with common language, common institutions, and practically the same economic conditions. But they all had tariffs one against the other. There was a customs house at every few miles. When the Zollverein was adopted all this was done away with, and they adopted a common commercial union. They abolished the custom houses, established among themselves a system of Free Trade, and established a customs cordon around their own country. If it were possible for us to have a system of Free Trade over the whole British Empire, and a customs cordon around the British Empire, for my part I would accept this as the very ideal of what the British Empire ought to be. I have expressed

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the opinion more than once, and I will express it again. The Americans have a system of Free Trade amongst themselves covering 45 States now with a population of over 80,000,000 people. The Germans have a system of Free Trade among themselves covering nearly 60,000,000 people. The French have a system of Free Trade among themselves of some 40,000,000 people. If it were possible to have a system of Free Trade covering the whole British Empire with its population of something about 400,000,000, it would undoubtedly be one of the greatest benefits that could be given to the British Empire, and, perhaps, to the world. Unfortunately this cannot be done, and for two reasons. First, the British people, as I understand at present their political opinion, are not prepared to limit their system of Free Trade even to the extent of the boundaries of the Empire. The other reason is, that the self-governing dependencies which are here represented are not prepared to extend the system of Free Trade to the limits of the British Empire, nor even to the extent of their own boundaries. These factors are here before us, and we must accept them as they are.

Mr. DEAKIN: Is not the fact that the British Government raises so large a proportion of its revenues by Customs duties, as do also the several Dominions, a very serious consideration?

Sir WILFRID LAURIER: No. The British Government at the present time do not raise their revenue from Customs, except upon those articles which are luxuries and a fit subject of taxation—spirits, tobacco, wine to a certain extent—but I think wine can be discarded out of the discussion. A large extent of the revenues raised by Customs by the British Parliament is also the subject of Excise duties. It is strictly a subject held by all civilized nations at the present time, as being eminently a source of revenue, and which should be treated for revenue purposes. We do this in Canada also. We submit spirits and tobacco not only to Customs but to Excise duties, and in our preference we have eliminated those articles from the preference. We do not give any preference upon British tobacco or upon British spirits.

I was at a point when I said that the Dependencies which are here represented are not in a position to accept this system of universal Free Trade within the Empire. I speak for Canada, and I think I speak for Australia, though Mr. Deakin, Sir Joseph Ward, and all others present, will be able to speak for themselves. In Canada, at present, we have only two sources of revenue, customs and excise—no other. We have no income tax and no direct taxation of any kind. Though I hold as the ideal policy, a policy of Free Trade within the Empire, even if at this moment the British Government were to tell us: "Yes, we are prepared to give you a preference; that "is to say, we are prepared to give Free Trade all over the Empire," I would not be prepared, for my part, to accept it. If we had Free Trade within the Empire we would have thereby the preference which we all seek for. Our goods would come free, the goods from other countries would become subject to taxation or duty, if I may use the term which Mr. Deakin prefers, and therefore we should have freedom from taxation in the British market. But if the British Government were to tell us in Canada: "We are prepared to adopt Free "Trade if you are prepared to adopt Free Trade, and that will give "you the preference you seek," I should have to say for Canada that we are not prepared to do that because we must insist upon our sys-

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tem of customs duties in order to raise our revenue. If we were to go and ask the Canadian Parliament or people to abandon their present customs' duties for revenue purposes, the whole of the Canadian people would say: "No, we are not prepared to do that. We must insist upon our present system." What is true of Canada, I think, is also true of Australia; I think is also true of New Zealand; I think is also true of Newfoundland, and also of the Cape, Natal, the Transvaal, and of every Dependency which is here represented. There is the situation. We knew it in 1897, when we adopted the system of preference which we have given to Great Britain. Why did we do it? We did it because we were intensely convinced in the country which I represent that a great advantage would accrue from preferential trade within the Empire. We could not do it in any other way. We gave our preference to the British products in our country. We did it deliberately, and have had no cause to regret it since. So little cause have we had to regret it that, whereas in the first instance the preference was only 15 per cent., one or two years later we increased it to 25 per cent., and again, have increased it since to 33⅓ per cent. We have revised the tariff during the present Session, or the last Session, which closed a few days ago, and we have maintained our preference of 33⅓ per cent. with one or two exceptions only on limited articles. We have in some cases increased it, and in some cases decreased it; but, on the whole, we have maintained the 33⅓ per cent. This has been adopted without any serious challenge even on the part of the Opposition. Then why have we done it? We did it because we believe in the system of preferential trade, and believe, and now know that, by adopting this system, we would improve our trade, that is to say, we believed that the British people would buy more from us and we would sell more to them, and that has certainly been the result of it.

Mr. Asquith in the course of the remarks which he offered the other day I think did not give the Canadian preference the whole of the benefit to which it was entitled. Discussing our tariff, as it has existed for the last 10 years, he remarked that the incidence of protection so far as regards British trade and American trade was 13 per cent. with regard to British trade, and 19 per cent. with regard to American trade. I do not dispute those figures, but those figures are not exactly leading to a proper appreciation of the policy which we have elaborated. We have done everything that we could—that has been our policy—to throw the whole of our trade towards Great Britain. We are side by side with a nation—one of the wealthiest and most enterprising nations on earth to-day—the American people. They are of the Anglo-Saxon race, the great commercial race of the world, and if anything they are perhaps more enterprising than their progenitors, and put in perhaps more energy and activity to push their trade than any other nation that I know of. Therefore it is not surprising that in the case of Canada, with a population now of 6,000,000, by the side of a population of 80,000,000 of such enterprising business men as are the Americans, our trade with them should be larger than our trade with Great Britain. First of all they are double in number, being 80,000,000—while you are only 40,000,000. Apart from that they are neighbours. There is no boundary line except a purely conventional one over the whole territory. Their habits are the same as ours, and therefore we are induced to trade and cannot help it by the force of nature. But so far as legislation

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can influence trade we have done everything possible to push our trade towards the British people as against the American people.

Mr. ASQUITH: May I say I did not in the least dispute that? My object was not, as I think I made clear, in any sense to complain of the Canadian preference; on the contrary, I recognise both its intention and its effect. My point was that natural conditions were such that it was inevitable that the Americans should get the best of it.

Sir WILFRID LAURIER: Exactly. I do not dispute your intention, or the fact that you wanted to give us the full benefit; but I do not think with all your goodwill you reached the point that we have helped British trade in a very considerable degree. In 1897, when we introduced preference to British trade, the British importations into Canada had fallen to 29,000,000*l.* Now they have reached the figure of 69,000,000*l.*, a very considerable increase. Of this there are 16,000,000*l.* upon the free list. We have a very large free list which covers all possible raw materials—everything of the kind. You in Britain are not in the position of selling much of what is on the free list—only 16,000,000*l.*—whereas our imports from the United States of free goods runs nearly to 80,000,000*l.*

Now as to the dutiable goods, you have increased those goods to the figure of 52,000,000*l.*, that is to say upon 52,000,000*l.* of importations from Great Britain into Canada, we give you a preference of 33⅓ per cent., which is certainly a valuable contribution on our part to British trade. Not only have we done it by preference, by legislation, but we have forced our trade against the laws of nature and geography. If we were to follow the laws of nature and geography between Canada and the United States, the whole trade would flow from south to north, and from north to south. We have done everything possible by building canals and subsidising railways to bring the trade from west to east and east to west so as to bring trade into British channels. All this we have done recognising the principle of the great advantage of forcing trade within the British Empire. This principle we recognise. We are bound to say that though the preference which we have given has not done as much, perhaps, for British trade as the British merchant or manufacturer would like, we have told the British people at the same time that there is a way of doing more. There is the preference of mutual trade, and this is what we had in view when we adopted in 1902 the resolution of that year.

Let me read out to the Conference the resolution of 1902. The first part is in these terms: "That this Conference recognises that the "principle of preferential trade between the United Kingdom and His "Majesty's Dominions beyond the Seas would stimulate and facilitate "mutual commercial intercourse, and would, by promoting the de- "velopment of the resources and industries of the several points, "strengthen the Empire." I think we all can agree with that; but there is a qualification in the next statement: "That this Conference "recognises that, in the present circumstances of the Colonies, it is "not practicable to adopt a general system of Free Trade as between "the Mother Country and the British Dominions beyond the Seas." We acknowledged, at that time, it was not possible for the Conference to do more than that up to that time—that it was not possible to adopt a system of universal Free Trade amongst us. Then we assert: "That with a view, however, to promoting the increase of trade with- "in the Empire, it is desirable that those Colonies which have not

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"adopted such a policy should, as far as their circumstances permit, "give substantial preferential treatment to the products and manu- "factures of the United Kingdom." Upon the principles which are here enunciated in these three resolutions I think all those assembled from the Dependencies beyond the Seas are unanimous in agreeing. The next resolution is in these words: "That the Prime Ministers "of the Colonies respectfully urge on His Majesty's Government the "expediency of granting in the United Kingdom preferential treat- "ment to the products and manufactures of the Colonies, either by "exemption from, or reduction of, duties now or hereafter imposed." My friend, Mr. Deakin, speaking on behalf of Australia, has proposed to go one step beyond this and to adopt this resolution: "That "it is desirable that the United Kingdom grant preferential treat- "ment to the products and manufactures of the Colonies."

Perhaps, on consideration, Mr. Deakin would agree with us, that it would be preferable not to enforce this, but to keep to the resolution of 1902. We are all agreed at this table—those who come from the Dependencies beyond the Seas—that we have no desire and no intention of forcing a policy which we believe in, upon the British people, if they are not prepared to receive it. I have stated a moment ago that a statement had been made—we heard it in 1902, and we hear it again in 1907—that the Canadian preference has not done as much for British trade as had been hoped for. I repeat, there is a way of doing it? It is by adopting a mutual system of preference. But again, I suppose the British Government represented here may say: "No, we are not prepared to do that. We might im- "prove our trade with our self-governing Dependencies; but, whilst "we might do this, we would disturb the whole system of trade and "would lose perhaps more than we would gain otherwise by disturb- "ing the whole system of trade that we have in this country." This is a question which is not for us. I am prepared to discuss it at this moment or give it a passing word. This is a matter which is altogether in the hands of the British people, and they have to choose between one thing and the other; and if they think on the whole that their interests are better served by adhering to their present system than by yielding ever so little, it is a matter for the British electorate. First of all, I expressed my own views, and I think I expressed the views of all here assembled, that nothing could be more detrimental to the existence of the British Empire than to force upon any part of it, even for the general good, a system which would be detrimental locally, or might be believed to be detrimental locally. For my part, I would have no hesitation at all in resenting any attempt to force upon the Canadian people anything which the Canadian people would not believe in even for the broad idea of doing good to the whole Empire. I think the best way of serving the whole is, by allowing every part to serve and recognise its own immediate interests. So far as, and as long as, the interests of the British Empire depend upon this and recognise this principle—that everyone of those communities which are allowed the privilege of administering their own affairs by their own parliaments—the best way is to leave to each parliament to decide for itself, and for the people whom it represents what is best for that community. That is a principle upon which we ought to be agreed. It is a question for his Majesty's Government. It is a question for the political parties of our respective communities—to determine whether it is better in the interests of the United Kingdom that they should con-

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tinue this system which they have at present or that they should go as far as, for my part, I would like them to go. Therefore, I have no more to say upon this point. For this reason, I say it is better to agree to stand by the Resolution of 1902, as it was. I am free to say that at that time when we passed this resolution, we were induced to pass it to some extent—I will not say immediately, but certainly influenced in our determination—by the fact that at that time certain duties had been put upon cereals in a moment of urgency during the war, and we thought at that time that it would be good policy to give a preference upon these. But the British Parliament thought differently, and removed the duties instead of giving us a preference. They thought they owed it to their people not only not to give a preference upon that, but to remove altogether that which they conceived did not perhaps at the time but might have put a burden upon the great mass of the consuming people of the country. For my part, I enter upon no discussion upon the moot point whether the imposition of a duty would or would not increase the price of bread. This is a matter which in some instances might do it, and in others perhaps might not do it. This is a matter which would be altogether regulated by circumstances, and I pass it over to those who have to deal with this question within the United Kingdom.

Having said that much, I come now to the next resolution: "That the Prime Ministers present at the Conference undertake to "submit to their respective Governments at the earliest opportunity "the principle of the resolution, and to request them to take such "measures as may be necessary to give effect to it." It may be, perhaps, not out of place to say a word as to what has been done with regard to giving effect to this resolution. The third resolution stated this: "That with a view, however, to promoting the increase of "trade within the Empire, it is desirable that those Colonies which "have not already adopted such a policy, should, as far as their "circumstances permit, give substantial preferential treatment to "the products and manufactures of the United Kingdom." What has been done since 1902, during the five years which have intervened, to give effect to this resolution? It is a point which perhaps may be considered here. Canada has done everything which it could do in this respect. Before that time we had adopted the system of preferential trade, and we have maintained it unimpaired. I understand that the South African Dependencies here represented, have also by their system of a commercial union amongst themselves, given a preference to the British products in their own markets. They have given it in the line that Canada has given it, that is to say, covering everything. Now Australia has done something. In 1906, Australia introduced a system of preference. I remark this, that it was not until four years after the Conference of 1902 that Australia did this. Why? Probably because there were difficulties to adjust in Australia.

Mr. DEAKIN: We were then organising our whole Commonwealth Government.

Sir WILFRID LAURIER: You did it as soon as you could. Then according to the figures which were put on the table the other day by Mr. Asquith the preference was not a universal preference, such as we give in Canada for everything, but simply for 8 per cent. of the importations into Australia from Great Britain.

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Mr. ASQUITH: It was what Mr. Deakin called a fore-runner.

Sir WILFRID LAURIER: That is to say the preference has been given on some articles and not upon others. In Canada we did it differently; we give a preference upon everything except those articles which are subject to excise duty. New Zealand, as I understand, has given a preference also, not exactly universal like ours, but covering, as Mr. Asquith stated, 20 per cent. of the British importations. Why was this? Why was not a universal preference given? The economic conditions in Great Britain are not the same as in the different Dependencies beyond the Seas, which are all young nations, and even their conditions are not all alike. They differ in Canada from what they are in Australia, they differ in Australia from what they are in South Africa. That is to say, we are young nations with different local interests in every particular community. In Great Britain the conditions are these, that you have an old settled community, the wealthiest in the world, largely developed, having nothing new to do, but only to press on with what is being done; whereas in our communities we have everything to create; we have manufactures which are new and in a different condition of development. We feel strong enough in Canada to give a preference upon all our manufactured products, and if I understand the theory rightly of the preferential treatment adopted in Australia, and also in New Zealand, they do not feel strong enough to give a preference even on the lines of their own manufactures. I think that is the reason why New Zealand and Australia do not give to the Motherland the whole preference which we give in Canada. I make these observations just to show that it is essential to leave to each community the extent and measure of the preference which it wants to give.

Mr. Deakin has introduced another resolution, and one to which, I, for my part, would subscribe with both hands, and I would like, with some modification to make it the subject of a special resolution, and not an amendment to the 1902 resolution. It is this: "That "it is desirable that the preferential treatment accorded by the Colo- "nies to the products and manufactures of the United Kingdom be "also granted to the products and manufactures of other self-govern- "ing Colonies." I should subscribe with both hands to this, and on behalf of the Government I represent here, and the people of Canada, I would be prepared to enter into an absolute arrangement. Any preference which we give to the Motherland we will give you, expecting that any preference you give to the Motherland you will also give us, and with Sir Joseph Ward's Government and the other Governments we will do the same. That is, so far as it goes, an excellent principle. The communities which you and I represent here have no free trade tariffs. We all levy our tariffs in the same way, by Customs duties, and therefore it is easy for us to extend to all parts of the Dominion of the British Empire, here represented, the treatment which we give to the Motherland. Speaking on behalf of Canada we have offered it to Australia, and are prepared to offer it to New Zealand and to the others here represented.

I am coming to a point which was made the other day by Dr. Jameson with regard to our intermediate tariff. We have revised our tariff this year and have adopted a new principle. We had a two-column principle—a tariff for general purposes and a preferential tariff. Between the preferential tariff and the general tariff we have now an intermediate tariff. The object of this intermediate

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tariff is to enter into negotiations with other communities to have trade arrangements with them. It has been supposed that this was to hit our American neighbors. With our American neighbors we should be only too glad to trade on a better footing than at the present time. We are next door neighbours, and in many things we can be their best market, as in many things they can be our best market. We should be glad to trade with them; but it never was intended, nor thought at the time, that this intermediate tariff could apply to the United States. There was at one time wanted reciprocity with them, but our efforts and our offers were negatived and put aside, and we have said good-bye to that trade, and we have put all our hopes upon the British trade now. But there are other nations—France is one and Italy another, with which we could have better trade than at the present time. France has a minimum tariff and we are prepared to exchange our intermediate tariff, if they will exchange their minimum tariff with us. But while giving this intermediate preference, we maintain the system of a lower tariff to the Mother Country, and to all our fellow British subjects all over the world. Dr. Jameson made the point that if we were to enter into such an agreement with foreign nations, we would debar the possibility of giving a preference to the Mother Country. Nothing of the kind. Our tariff is not so constructed, and cannot be so held. If we were to make an agreement with France, which I doubt whether we could, France would understand the position; she would take our intermediate tariff knowing at the same time there was a lower differential tariff under all circumstances for the Mother Country and the British Dominions.

Mr. F. R. MOOR: I am sorry to interrupt, but I would like the Premier of Canada to assure us on this point. By that amount which you reduce it to any other foreign power, you reduce your preference with the Home Land.

Mr. DEAKIN: And with us.

Sir WILFRID LAURIER: I do not admit that we would reduce it, it would remain as it is; but the man who trades with us in Great Britain knows that he may have a competitor not upon the same lines, but upon reduced lines from our general tariff.

Mr. ASQUITH: He may have a competitor on the line of the intermediate tariff, if, for instance, you came to an arrangement with France.

Sir WILFRID LAURIER: That is to say, instead of having a margin of 33⅓ per cent. he may have a margin of only 25 per cent. It makes that difference, no doubt.

Mr. ASQUITH: But it cannot alter the quantum of preference.

Sir WILFRID LAURIER: No, it cannot alter the quantum of preference.

Dr. SMARTT: Your tariff is now 33⅓ per cent. If you introduce an intermediate tariff, the preference in favour of Great Britain or the other British Colonies that might reciprocate with you would not be 33⅓, but would be reduced.

Sir WILFRID LAURIER: It could be reduced by 3 and 4, but never more than 5 per cent.; that is to say, instead of having a preference in our market of 33⅓, he would have a preference with regard to that nation say of 28 per cent. That would be the limit.

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Having said that much, there is a point I wish to make here. I thought of bringing it before the Conference by way of resolution, but as it is a question which affects Canada and Canada alone, I will not do so, because the other members of the Conference are not interested in it. I stated a moment ago that we do not desire in any way to interfere with the opinion of the British people so far as their fiscal policy is concerned; but, while I say this, and in view of having the best relations possible maintained between the Motherland and the Dominions beyond the Seas, there is one thing, however, which I think we are entitled to, and that is, that we should be treated with absolute fairness. Now we have a grievance, and, I think, a well-founded grievance, in Canada, with regard to the question of the cattle embargo. For more than 20 years the British Government have practically excluded our live cattle from their market on the ground that they were tainted with disease. We resent this in Canada—I use the word "resent" in the hope that it is not too strong—as being unfair, because the assertion is unfounded. Our cattle are absolutely free from disease. Now our exporters of cattle are compelled as soon as the cattle are landed in the port, say, of Liverpool, to have them slaughtered immediately on the pretence that they may spread disease and that they may taint the British cattle. As a matter of fact, everybody knows at the present time we are free from cattle disease. Therefore, day by day, week after week, cattle come in and are slaughtered immediately, and the fact that they are bound to be slaughtered immediately obliges the exporter to take a lesser price for them because of the necessity to find a market on arrival. If the thing were based upon fact, I could have no word of complaint to make, but when as a matter of fact the Canadian cattle ought not to be excluded on that ground, we think that it is a great injustice to us, and one which we have serious reason to complain of. If it were maintained as a ground of policy; if you were to say "We do not want the Canadian cattle to come in in competition with British cattle in the market," that would be quite another matter. That would be a question of policy for the British Government to which we would have nothing to say. But so long as they maintain the position that our cattle are excluded for the reason of the health of the British cattle, it is a position which we resent, and which I bring to the serious attention of the British authorities. We complain that it is unfair to us, that it is not only an injustice, but a slander upon our position. We have a system of quarantine in Canada which is maintained at a very great cost in a state of efficiency, and we maintain that our cattle are just as free from disease as British cattle are to-day. In order to maintain the good relations, now happily welded between the British Empire and Canada and all parts of the Empire—but, I am speaking now of a question which concerns only Canada—I bring this matter to the serious attention of His Majesty's Government. It is a thing which ought not to be allowed. It is a slander upon our good name. It is a thing which rankles in our breast because we know it is not fair, and I go further and I say that it is maintained not upon questions of sanitary precautions but ulterior motives which a Free Trade Government should not allow and uphold.

As I said in opening, I beg to move that the resolutions of 1902 be reaffirmed.

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Mr. ASQUITH: Perhaps I may just say in reference to what Sir Wilfrid Laurier said at the end of his speech, that, as regards the Canadian cattle, I know this to be a very serious matter. I am speaking only for myself and not in the least for the Government when I say that in my character of a Member of Parliament, not as a Minister, I have over and over again urged the argument which Sir Wilfrid Laurier has been urging now, in the same direction and with the same object, concerning Canadian cattle. That was in my private capacity, when I was not in a position of responsibility. As he has indicated, there are a number of conflicting views and conflicting interests here, and I will undertake to bring everything he said to the attention of my Right Honourable friend, the President of the Board of Agriculture, and I will assure him of its importance.

Mr. LLOYD GEORGE: We fought it very hard when we were in Opposition.

Sir WILFRID LAURIER: Fight it hard, then, now you are in the Government.

Mr. LLOYD GEORGE: It shows the difficulty of upsetting a thing when once it is established.

Mr. ASQUITH: It is a very serious question. We do not at all minimise the gravity of it.

Sir WILFRID LAURIER: It is serious; and the discontent will grow in intensity in Canada.

Mr. DEAKIN: Lord Elgin and gentlemen, there is a House of Commons' paper which appears in the "Times" of this morning relating to Imperial trade—No. 133—which appears to be pertinent to the subjects before us. Perhaps it might be included in our Proceedings. It shows the values of the trade of the United Kingdom, Canada, Australia, New Zealand, and British South Africa, in 1906.

Mr. ASQUITH: It was moved for by your friend, Mr. Harold Cox.

Mr. DEAKIN: The mover is immaterial, but the facts are of some interest, and they might as well be added.

Mr. ASQUITH: Put it on the Minutes, certainly.*

Mr. DEAKIN: Yes, it shows the rather curious circumstance that Australia must be an importer to the Mother Country of an exceptional amount of dutiable goods, or, as you would call them, taxable goods. Practically, Canada imports the same as we do. They send 28,000,000*l.* to our 29,000,000*l.*

Mr. ASQUITH: Yours is wine and rum.

Mr. DEAKIN: Canada pays in duty 15,000*l.*, and we pay in duty 106,000*l.*, as against South Africa, 16,000*l.* So that ours is an exceptional position, which I do not think is quite realised.

Mr. ASQUITH: The wine and the rum accounts for it.

Sir WILFRID LAURIER: How is it explained?

Mr. DEAKIN: The Chancellor of the Exchequer has given the explanation that our wines and spirits—rum particularly—are highly dutiable articles. Nevertheless, it brings out some differences in trade which are rather interesting.

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It seemed to me that it would be undesirable that the very striking address of your colleague, the Under Secretary of State, should pass without notice from our point of view, both because it merited criticism in itself, and because it offers so much temptation. May I be permitted to say, first, that among the subjects upon which we hesitate to enter are discussions of the methods of business, in the House of Commons, of which, I am sure, Mr. Churchill is a master. It strikes me, as an outer barbarian, that it is rather extraordinary even to suggest that the business of the Empire and its transactions, instead of being dealt with on their merits, and sought for their advantages, are to be limited in order that they may not clash with the procedure maintained in the Mother of Parliaments. As I have said, what that procedure may lack is not for us to discuss; but one would suppose that the efforts of members of that most distinguished of all Parliaments would tend to shape their means of handling their business so as to meet the demands of the Empire. Surely it ought not to be considered an impediment of a serious character that, owing to the way in which budgets may be dealt with in the House of Commons, the introduction of any further financial issues is to be prohibited because they might involve delay and possible friction. I merely mention this to suggest that the remedy ought to be applied to the procedure, and not to the business of the country.

Passing from that, may I say that a similar argument was pushed even further in the direction of what appears to me, with all respect, an artificial plea, that no preference is possible unless it is complete, uniform and scientifically perfect. All I can say is that I have never yet seen a tariff, and never expect to; that I have never yet seen a budget, and never expect to, in any country of the world, which fulfils those conditions. Of course the ideal is one towards which it is desirable to direct attention. Assuredly the method we pursue in Australia, with which I do not profess to be enamoured, is open to very serious comment if that high standard be maintained. We have a tariff which is very defective, and is about to be revised this year, which will continue defective after its revision, and will never be absolutely uniform, or by any means complete. It will be simply the best rule-of-thumb arrangement we can devise. We have a parallel and related bounty system, which I cite in this connection because it may be perhaps more properly contrasted with our proposals for preferential trade. Our bounty system at the present time is merely a rudimentary tentative proposal, covering perhaps some dozen particular interests which the Parliament of the Commonwealth believes it to be profitable to foster. The treatment we are proposing of the cultures to be encouraged is not, and cannot be, made uniform, and is not, and cannot be, made complete. I am not arguing against completeness or against uniformity. We all realise that those are ends to be kept in view, but if we are to delay action until those are achieved we should wait for ever in each and all of our business enterprises. In matters of trade, speaking for ourselves, with our limitations of knowledge, we have no great faith in abstract or even in concrete doctrines, because the fluctuations of commerce are continuous, and our knowledge of them varies so much from date to date. There are hundreds of different factors, to which Mr. Churchill himself graphically alluded, that come into play irregularly or unexpectedly, and we recognise that these require to be met by fresh adaptations from time to time. Then, if I may be par-

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doned for saying so, it did appear to me to be somewhat inconsistent, that Mr. Churchill's argument against preference was based first of all upon an assumption that the duties, or taxes as he prefers to call them, which may be imposed are to come up for review, and are to be the subject of criticism every year. Yet a later period of his address he referred to any reciprocity arrived at as being embodied in a treaty. This, I should have thought the only practicable means of dealing with this subject. I cannot imagine a reciprocity which would be shifting on one side or the other or on both year by year, and which would thus come up for yearly re-discussion.

Mr. WINSTON CHURCHILL: It is not only a question of Parliamentary procedure. The procedure in Parliament embodies the rights which the Commons of England have won over a thousand years of constitutional struggles, and they are rights which can be asserted, and there is no right more fundamental or more jealously held than the right of criticism of taxation, and I cannot believe that that right would ever be parted from by the House of Commons in whole or in part. That was my point.

Mr. DEAKIN: That was one of the points, but if any reciprocity is to be arranged at all, it must be arranged by a treaty, for three or five years, as both parties might agree. The assent of the British Parliament once given to such an arrangement it certainly could not come under direct review in an effective way until the expiration of that period whatever it was.

Mr. WINSTON CHURCHILL: It would be subject to criticism, but it would be irremovable.

Mr. DEAKIN: Anything is subject to criticism; but it would not be terminable except by mutual consent or at a definite period, and certainly it would not encourage criticism more than the Budget, as a whole, does. There would be a tendency to pull the new plant up by the roots to see if it was growing, but that occurs in regard to the thousand-and-one or rather the ten thousand and many different things affected by or affecting the finances of the country. Criticism we must always have, and I am sure the Under Secretary of State would not be associated with any proposal to limit that criticism. His argument that these proposals, because they are financial, invite criticism, applies to the whole scale of the operations of the Empire. While this Empire continues to grow its figures and finances will continue to grow. That gives a greater field for criticism or review, but I do not suppose anybody wishes to check the growth of the Empire in order to avoid that criticism. Consequently, that mutual arrangements for mutual benefit are to be deprecated, because they afford temptation to critics and possible friction, is to apply an argument which no one will attempt to push to its logical conclusion. It is a fair debating point to make—but I must relinquish comments of a personal character, as Mr. Churchill has had to leave—that it suggests the indulgence of a riotous imagination when we find the Under Secretary pointing to the natural, the ordinary, the inevitable proceedings in every Legislature as grounds for rejecting a new development of policy, because it must involve a clashing of interests, and the annual review of its incidence by Parliament. Is our party system to destroy everything except itself? Are we to put aside great projects because they are debatable, or close the Empire to avoid friction in the House of Commons? We cannot move without

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friction, nor live without differences of opinion. We cannot advance without the clash of opposing interests. Every development of self-government, and every growth of our industrial life, and every extension of the powers of the State, invite criticism and require it. Free criticism is the breath of our constitution. To shrink from great tasks or newer enterprises because of the greater burden they impose upon representatives, and representative institutions, means simply shrinking from growth, and the responsibilities of growth. If we wish one we must take the others. It is impossible for us to become more closely united, indeed, it is impossible for us to develop our own local self-governments in any direction without running more of those very risks which Mr. Churchill has painted with great eloquence and with much force, but as it appears to me, with a momentary oversight, of the fact that he is really condemning our whole system of Government and its adaptability to modern needs. He is criticising, by implication unfavourably, that Parliamentary system which he is ostensibly at the same moment enthusiastically upholding or intending to uphold.

His argument is also fatal to all possibilities of commercial relations, not only within the Empire but without the Empire. You can have no arrangement with a foreign country of any kind based on mutual concessions; you must not even go the length that Canada, South Africa, and New Zealand have ventured to go. You must stop far short of that. You must hesitate before you press for most-favoured-nation treatment anywhere, because that means making disadvantages, but you are bringing yourselves and your relations with them into the arena of conflict. If there are such dangers from friction within the Empire there must be danger from the same commercial friction without the Empire. If his argument is pushed, as it ought to be pushed, a stage further, it means cutting off Great Britain from any business negotiations with her rivals involving possible causes of friction with them, or possible causes of further discussion in the House of Commons. More than that, I should have said in his presence that his argument appears to me to go to the root of the Empire as an Empire. It would isolate Great Britain, not only in trade, but in every other operation forbidding joint action; it would tell against every operation by agreement. It would enforce isolation. I am sure that is not what the Under Secretary of State intended. I am perfectly prepared to be told that he sees where he is going to draw the line, but, I cannot see why, to use his own words, if he follows out the logical deductions of his own argument, he can stop short of a complete isolation of the Mother Country from all her Colonies in matters of trade and commerce, and from all foreign countries. Finally, he has to count with the effect of his disruptive and extreme doctrines of individualism when they come to be applied to any state action whatever, even in this country itself.

CHAIRMAN: I think he spoke specially of food and raw material.

Mr. DEAKIN: He did speak specially of duties on food and raw materials as affording special cause for complaint. This argument applies in either a greater or lesser degree to everything else, although he properly laid most peremptory stress just now upon them. To other duties or agreements about duties as to other forms of political action it applies with varying force. There are matters far

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from all fiscal connection which might become almost as vital, but it would be idle to pursue this speculation further. As his remarks were general and theoretical from first to last, and as he admitted himself developed a doctrine, I meet them in the same general and rapid way. The interjection of the Chairman is pertinent, since it was upon the treatment of food and raw materials that Mr. Churchill dwelt, but the whole of his thesis as to dangers of friction, delays in the House of Commons, and the other various difficulties he foresees applies of necessity to the whole range of possible political bargains and activities.

As at another part of his address Mr. Churchill alluded to preference as implying what almost amounted to a revoting of any reciprocity each year, another allusion of his mentioned the discussion of reciprocity granted to some particular Dominion. We have not got far on the road of preference in this Conference for many reasons supplied by Ministers themselves, but if we had reached any practical propositions, I do not think any member would have been heard proposing and defending a special grant to each particular Dominion. Sir Wilfrid Laurier has already touched upon this point, incidentally, when he spoke of the scope of Canadian preference, and contrasted it with the more discriminating preferences of Australia and New Zealand. But no one, so far as I am aware, has had in view a particular negotiation with each particular Dominion. What we all had in contemplation, if preference had approached the practical stage, was a general agreement of a simple character at first, which might in time be supplemented and extended. Its enlargement would be based on experience, but, so far as I am aware, no one has projected a separate and independent agreement to be improvised now between the Mother Country and each of the self-governing Colonies.

If the argument of the Under Secretary with reference to the grave Parliamentary risks inherent in dealings with reciprocity or financial proposals is sound it applies already with practically equal force wherever preference has been given. I do not profess an intimate acquaintance with the course of Canadian public affairs, but Sir Wilfrid Laurier will correct me if I am wrong in stating, that so far as I am able to follow Parliamentary proceedings in his country, none of the disastrous consequences which Mr. Churchill painted as inseparable from all tariff adjustments have yet ensued. I am not aware that Sir Wilfrid Laurier has found that every year the preference granted to Great Britain, though it is still unreciprocated, provoking the angry contention, occasioning the great friction, and involving the fierce animadversions upon those concerned in it, which are to accrue in this country if his theory were true.

Sir WILFRID LAURIER: It was in the first year, but it has abated a lot.

Dr. SMARTT: As it would do here.

Mr. DEAKIN: As it would do, I take it, in every other country. Any new course permits misapprehensions and invites challenge in the first place. It has only been partly tried for a short time and is not fully appreciated. Every first essay is likely to call for some amendment to which criticism is properly directed. But listening to the very forcible utterances of the Under Secretary, one naturally looks to actual experience to discover the long chain of very hazardous and serious consequences which he insists must flow in this coun-

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try whenever these are to be criticised, or upon which comment is possible every year. What is our experience after the granting of preferences? In Canada, New Zealand, and, with a shorter experience, South Africa, we have budgets as controversial, legislators just as sensitive to public opinion, oppositions just as hostile and eager to find material, sections just as able to make use of any weapon in the armoury of parliamentary procedure. We have seen all those forces in play in the politics of Canada for a number of years and in the other Dominions for a certain number of years, without their furnishing us with any single instance of any exceptional abuse or injury due to the existence of their preferences, or indeed of their tariffs. Whence the sweeping conclusions can be drawn as to the effects upon Parliament of the existence of financial relations of this kind which Mr. Churchill depicted as not in these Dominions it is impossible to guess. Consequently, I venture to submit that his view of parliamentary proceedings is as abstract as his view of the economic considerations which he afterwards urged. In that field, I do not propose to follow him, because I have already indicated that our own experience teaches us that the field of abstract economics is as far from the actual practical considerations which operate in the daily working of our financial and legislative expedients as are the principles of pure mathematics from the daily labours of a carpenter or joiner. It is true that those principles are all implied in his handling if you search for them far enough. In all he does, and in every motion his body makes, he obeys what we are pleased to call the laws of nature. But doctrines collected into an abstract system, whether of political economy or mathematics, really apply only outside this world of limitations, of sense and experience. Undoubtedly they have a certain application within it if you can get your theory to exactly agree with all the conditions of a particular set of circumstances; as a matter of practice, to dwell upon them leads to confusion and beating the air, while the study of the actual consequences of our own acts, in our own surroundings, or for their action and re-action as discovered in facts and experience, is, so far as we can judge, the only method which it is safe for politicians with business, and practical men of every calling to employ.

Really when the Under Secretary went on to speak of the possibility of sullen hatred (a phrase he repeated on more occasions than one), being aroused by the existence of preferences if they were found to be burdensome, and of darkly revolutionary proceedings which were to ensue, he again entirely ignores our own experience. There were oscillations in the opinions of the public of my country before they settled down finally to our accepted policy, oscillations which we frequently witnessed in Australia while we had six States all pursuing the same experiments—fiscally now in favour of higher Protection and then in favour of lower duties towards Free Trade. I do not think that the temperature of policies is any lower in the Commonwealth and its States than elsewhere. I might even be prepared to maintain the contrary from my own personal experience. But in the bitterest struggles that we have ever had upon exactly the matters on which Mr. Churchill dwelt so strenuously, when we were charged with taxing the food of the people and taxing the raw materials of manufacture, and particularly the implements of agriculturists, all these contentions though fought out with the greatest bitterness politically at the moment, have vanished and will leave not a trace behind. There was no time at which they severed the

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ordinary relations that obtained between Members of Parliament who held the most absolutely diverse views. At no time have our factions shown more than the usual amount of resentment which accompanies differences of opinion. We have been through the precise experience which the Under Secretary of State has had to imagine for himself as occurring in this country in the future under the application of preference. The reality bears no resemblance to his nightmare. Our tariff has been handled, and it has been handled a great deal; when we had six States some State or States were always "tinkering" with their tariffs. We have had experience of pretty well every kind of fiscal experiment that can be devised, and every kind of strife that can arise out of it, but we have found nothing whatever in our own actual experience to justify Mr. Churchill's morbid anticipations. I venture to say that in a country of this kind, with its more established institutions and greater population, with a power of more easily resisting relatively small sections greater than we possess, although it seems almost an offensive thing to say, I have absolute confidence in the House of Commons and of its capacity to sustain quite as much strain as we have so long experienced, and probably a very great deal more.

Those who followed Mr. Churchill closely will acquit me of, at all events, consciously distorting or exaggerating his arguments, and have pursued them very little further than he took them himself. Every one of his contentions was followed up only to a certain point, and fell very far short of its reasonable application. All his arguments right through, that friction in Parliament is undesirable, that constant discussions on financial matters, especially taxation, is relatively unprofitable and to be deprecated, that the arrangement of financial relations which are to the loss of one party and to the profit of the other are certain to aggravate the losing party—all those things were true, but were magnified and exaggerated so beyond all measure—that they temporarily hypnotised the Under Secretary, as he with his eloquence was hypnotising us. It is as a protest that I venture to urge that after all preference proposals do not differ materially from the ordinary financial proposals of each year. They may not match those contained in the recent Budget of prosperity which the Chancellor of the Exchequer has delivered, but belong to a class of proposals which this country will have to face as every other country has to face them when times of depression come, when income is short and has to be sought by new modes, when fresh departures have to be taken as they have been taken in our country in connection with land taxation, income taxes, and imposts generally of that sort. In regard to these, feeling does become heated and very fierce for a time, but it is only for a time. The same experience has to be gained in this country. There is nothing to differentiate essentially your dealing with preference from your dealing with other financial questions. No preference is proposed in perpetuity. Yet one argument of the Under Secretary seems to suggest that he was thinking of a preference that could not be departed from and to which no term was fixed, whereas other parts of his address showed that he realised that they were only treaties for fixed times, and bound to be reviewed, though during currency they were capable of being reviewed only by consent. I do not know whether that consent would ever be sought or given, but am perfectly certain that no self-governing community would entertain the project of parting with its rights over its own taxation for more than a very limited period.

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Each of the Dominions, having entered into a treaty of reciprocity for a limited period, would hold to it without undue exacerbation on the part of its politicians or people. We have tried it and therefore know. As a matter of fact, we have faced precisely the same kind of problems, precisely the same class of irritating questions, as Mr. Churchill considers preference must be. It has its risks like every proposal. It has all the risk of every movement forward. If you sit still you are comparatively safe; directly you advance you incur the chance of collision with obstacles; but every day we have to move individually. Every year let us hope our communities will move, and move onwards. Unless we are going to forego all advance we must take the consequences, the accompaniments of advance, namely, increase of responsibility. For my own part I should be very sorry to see any doctrine adopted which suggests that it is intended to wrap the British Empire in a napkin in case it should catch cold. To treat it as if it possessed so tender a cuticle that it could not be touched without permanent and fatal irritation, is to brand it as a poor organism incapable of coping with the ordinary difficulties in its path, or the necessary ailments which come from abuses or mistakes. I do not say that working out a complete and uniform and perfect system of preference is an easy thing. I only say that none of us believed or expected it can be done until after years of experience, but what we would have been quite satisfied with now would have been an experiment, no matter how small, so long as it was genuine, something tentative, something modest, even if only made by means of reductions of existing duties. We wish for something that will enable us to test experimentally, as for my part I think we ought to test these and other similar suggestions. Mr. Lloyd George generously admitted in his interesting and able speech that mutual trade has its advantages and that any proposition for its extension requires to be kindly and sympathetically handled. So far as his own position permitted him I think he did handle it sympathetically. I regret that at the conclusion his substitutes for preference were not more positively defined. We are still left in complete uncertainty in regard to his intentions except from a very general indication. But I quite recognise that the tone of his remarks indicated an anxiety to find a means wherever means were possible to him. I regretted to notice, therefore, that the Under Secretary of State for the Colonies, like the Chancellor of the Exchequer, although repeating the same view, did place another accent upon it. He seemed to convey the idea that the way even for practical experiments, for practical tests of the smallest, the simplest and most tentative kind, is absolutely barred by reason of certain beliefs which they entertain in regard to what they call the laws of political economy. That is unfortunate, because it makes argument useless; it brings you right up against a wall. When a man is prepared to argue on the facts and from figures, as the Chancellor of the Exchequer did at great length and for the greater part of his address, you have something which appeals to one's judgment, and to which you can hope to make some kind of reply dealing with the same kind of material, in the hope of convincing him; but there is no hope of convincing a man who starts out with an orthodox faith which tells him beforehand what can or cannot be done and what can or cannot be believed, which makes everything not included in that faith heterodox unbelief, neither to be weighed nor balanced,

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but to be banished to the nethermost pit. That kind of dogma forbids argument, or even if argument is employed makes it absolutely useless. I hope we bring an open mind to this question ourselves. We have been asked what we will do if Free Trade is proposed to us. All I can say is, we should argue the question out on its merits. For my part, if the Imperial Government at any time said: "We are "prepared to enter into complete free trade between ourselves and the "colonies, and to impose a tariff against the outside world," I should say that it is a proposal, if put into practical shape, which would be worth the very best consideration of all the Dominions. Everything would depend on the tariff which was intended to be imposed against the outside world. That is the first point. In the second place, almost everything would depend upon the capacity of each part of the Empire to supply the void which would be made in its finances by the loss of the customs' taxation upon which at present we all rely. Apart, therefore, from our own industrial development, such a project would mean a revolution in Colonial systems and methods of taxation.

Mr. LLOYD GEORGE: Exactly, as preference means a revolution in our fiscal methods—there is no doubt about that. It is perfectly clear if you put a tax upon corn, you have to put a tax on every foreign commodity that comes into this country. Our system would be revolutionised. Instead of being a system of what we call Free Trade, it becomes a Protective system.

Dr. SMARTT: But you had a tax upon corn, and the argument shows it had no effect in increasing prices.

Mr. LLOYD GEORGE: I know, but we had to take it off. Even a Conservative Government had to take it off because they recognised the impossibility of keeping up a tax of that sort without putting it on all round.

Mr. DEAKIN: Surely there must be some proportion kept between cause and effect? Let me refer to one of your arguments, which is fair, but cannot be applied either as immediately or as strongly as you applied it; that is the argument that you cannot give a little without being obliged to give a great deal more. First, we cannot argue it, because that depends upon ourselves. Looking at the Commonwealth, if you tell us if we do something, we will have to do a great deal more, I say, my experience does not warrant that conclusion. It is perfectly true a new start may establish a tendency, if it is successful, encouraging you to go furthr, but if it is not successful it establishes a tendency to go back. We have gone back when we have thought we have made a mistake, and gone forward when we have thought we have made a success. When you start interfering with your industrial or economic system, even to improve it, you encourage demands from other portions of your community who wish to share the same advantages which they believe others receive. That is quite true. But really that is a contention which can be so universally applied against every legislative project and proposal, no matter what it may be, that it has no particular force when associated with every form of legislative proposal. In some cases it would have been less, and in others more force, but it is never more than a guess.

Mr. LLOYD GEORGE: May I just point out this—and one of Mr. Chamberlain's friends, Mr. Bonar Law, said it recently—

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that Mr. Chamberlain's idea when he started was not to go in for a general protective system, but purely to set up a system of preferential trading with the Colonies on the basis of a tax on corn; but he found when he looked at the whole problem that the demand for protection would be irresistible, and he tacked on a general system of protection to the preferential proposals.

Dr. JAMESON: That is a general system of protection, and not a general tariff with a view to giving preference to the Colonies. There is always this horrid word "protection."

Mr. LLOYD GEORGE: I said yesterday I do not want to quarrel about words. I will use the word "tariff." I do not want to beg the question by using words you do not accept. I only state the fact that Mr. Chamberlain found the demand would be irresistible, and he had really to supplement his proposals by a proposal for a general tariff. That was really the meaning of the Glasgow speech.

Mr. DEAKIN: May I come back to my argument in this way? —the proposal for a preferential tariff will benefit the Colonies. The people of Great Britain say it is a very admirable thing to benefit the Colonies, but then begin to ask why should not we benefit ourselves at the same time and in the same way.

Mr. LLOYD GEORGE: They do not say so as a matter of fact.

Mr. DEAKIN: That was Mr. Chamberlain's line of advance.

Mr. LLOYD GEORGE: Yes, that was Mr. Chamberlain's proposal, and I think he did it under pressure. I am sure he was keen about the other.

Mr. DEAKIN: Then it was said: "If that is good for the Colonies it is good for us."

Mr. LLOYD GEORGE: It was said under pressure.

Mr. DEAKIN: The people who influenced Mr. Chamberlain said, "You are doing something for the Colonies by means of duties; had not you at the same time better do something for us?"

Mr. LLOYD GEORGE: That was their view.

Mr. DEAKIN: That is a perfectly legitimate view, but if it applies to him, as far as I understand your argument and that of your colleagues it does not apply to you. You and those in agreement with you do not think these duties are going to benefit the Colonies. If you give them at all it would be a concession of a more or less sentimental character. Hence, if you think they will not benefit the Colonies you will not think it will benefit your own people.

Mr. LLOYD GEORGE: To put it frankly, no doubt a duty on corn and meat would be unpopular. I do not suppose anybody in this country would controvert that proposition for a moment on the other side.

Mr. DEAKIN: That is if it was sufficient to raise prices.

Mr. LLOYD GEORGE: Well, the reluctance with which the Conservative party have taken up even the 2s. duty is the best proof of that. And Mr. Chamberlain, he being the astutest politician we probably have seen in my time in this country, saw at once he could not get the country to take that pill without gilding it with something else. That is what it means. I am sure the people in this country would never look at the idea of a duty on corn or meat

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unless they become Protectionists on general grounds, and want to exclude foreign manufactures.

Sir WILFRID LAURIER : Do you think there is any use in protracting this discussion ?

Mr. DEAKIN : Beyond the fact that it is very interesting, I do not know that it would help the immediate purpose before us. But I do not want to shrink from any question the Minister wishes to put, and to meet, as best my poor resources will allow, any argument he submits. Our difficulty, of course, is, and I think the Minister most amply recognised it yesterday, that we each start with certain presuppositions, whether derived from experience or education, and are always coming back to them. We have neither time here nor the means to get at those and deal with them finally. It is always an engagement of outposts which we are maintaining. We cannot get at the heart of the question in a meeting under the pressure that exists here.

My excuse for having addressed the Conference again to-day, is that I was not willing that an address so forcible and so well put as that of the Under-Secretary of State for the Colonies should pass without criticism from our point of view. My general answer to his thesis is summed up in the proposition that he is like the medical man who confines his patient to an invalid chair because, if he takes exercise or performs his natural duties, he runs a risk of complications, of catching cold, of all kinds of diseases and imaginable physical accidents. I admit his aim. If you can get the British Empire into an invalid chair, you may save it from a certain number of risks, though I think those you invite by this treatment will be more serious, because debility of the body threatens more dangerous results than healthy natural occupation or exercise. Especially will it be found more depressing than a real effort to act in concert with its children. I do not say we would not make mistakes, and would not have sometimes to retrace our steps because we had temporarily overshot the mark, but we should be going on, and have the satisfaction of correcting mistakes and counting our successes, which I believe would far overbalance those mistakes. Ultimately we should arrive at co-operative action by such means, among others, as the Board of Trade have suggested. Every time I have touched this question I have from the first included improved cable communication, mail communication, and the diffusion of commercial intelligence, the multiplying of commercial agencies in the country all as parts of one system. I have never severed them. Preferential trade with me means all those things as well as promoting our dealing with each other's commodities. Speaking for the Commonwealth, I shall welcome all or any of them, not as substitutes but accompaniments, necessary parts of the same scheme and the same doctrine, only accomplished in a different way, which appears to you more acceptable than our first means. We want to use all means, and in that regard I welcomed your speech as a hopeful augury that we shall obtain from you before we part the positive proposals in a definite shape which are to further that Imperial unity which I am sure you desire.

CHAIRMAN : May I remind the Conference that Sir Wilfrid Laurier, at the beginning of his remarks, put a specific proposal before us. He said that he wished to move that the Conference should

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re-affirm the principle of the resolutions of 1902, and I think I am right in saying that he proceeded to say that he thought he could say for all the Dominions beyond the Seas, that they were agreed to the first three of those resolutions of 1902. If the Conference desires, I shall follow the precedent of 1902, and ask for the opinion of each Colony for and against. But assuming there was no dissent at that moment—assuming that the proposition of Sir Wilfrid Laurier is correct and that those representing the Dominions beyond the Seas are agreed with the principles of the first three resolutions, I have to say that as far as His Majesty's Government are concerned we have nothing to say in regard to the second or third. With regard to the first we cannot give our assent so far as the United Kingdom is concerned to a re-affirmation of the first resolution in so far as it implies that it is necessary or expedient to alter the fiscal system of the United Kingdom. That would be our position, and if the other members of the Conference wish to re-affirm the resolution we should have to state here that that is our opinion.

Then I understood that Sir Wilfrid Laurier proceeded to urge that the following resolution proposed by Mr. Deakin, which stands fourth on the Australian list, was one which he would desire to support and recommend to the Conference. I have to say on behalf of His Majesty's Government in regard to that resolution, namely, "That it is desirable that the preferential treatment accorded by the "Colonies to the products and manufactures of the United Kingdom "be also granted to the products and manufactures of other self-"governing Colonies"—that we have no objection, of course. We recognise its advantages so far as the Colonies choose to adopt it, but it is a matter essentially for their consideration. Sir Wilfrid Laurier then said that he desired not to support the final resolution of Mr. Deakin.

Mr. DEAKIN: He preferred No. 4 of 1902.

Sir WILFRID LAURIER: Yes.

CHAIRMAN: We also cannot accept that resolution; but the resolution that we would desire to put before the Conference is in accord, I think, with the general tenour of Sir Wilfrid Laurier's remarks, and it is to this effect: "That this Conference, recognising "the importance of promoting greater freedom and fuller develop-"ment of commercial intercourse within the Empire, believes that "these objects may be best secured by leaving to each part of the "Empire liberty of action in selecting the most suitable means of "attaining them, having regard to its own special conditions and "requirements." That is the resolution which His Majesty's Government would desire to put as summing up this discussion.

I do not know how I am to deal with the further resolutions before the Conference from New Zealand and the Cape; but I suppose it would be, at any rate, desirable for the Conference to settle these that are now submitted by Sir Wilfrid Laurier with the addition which I propose first, and if there is anything else which has to be added the other Colonies will then mention it.

Mr. DEAKIN: Let me simplify matters by saying that in order to obtain what, I hope, will be unanimity, I have no objection to accepting the proposal No. 4 of the Conference of 1902, instead of the new proposition. We put it in other words for the purpose of separating the fiscal relations between the Dominions themselves and

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the relations with the United Kingdom more distinctly. I accept that proposal, and if Sir Wilfrid Laurier moves the whole resolution, shall be happy to support it.

Sir WILFRID LAURIER: I move the resolution of 1902 and Mr. Deakin accepts the fourth resolution in preference to his own for the sake of unanimity. With regard to the resolution moved by Australia: "That it is desirable that the preferential treatment accorded "by the Colonies to the products and manufactures of the United "Kingdom be also granted to the products and manufactures of other "self-governing Colonies." I say that I think the Chairman's idea an excellent one and I am ready to support it. I think it might be the substance of another resolution, and not this one. Therefore, so far as I am concerned, I propose to adhere to the resolution I have moved. The point raised by Lord Elgin, I think, is well covered in the last words of the fourth resolution: "That the Prime Ministers "of the Colonies respectfully urge on His Majesty's Government the "expediency of granting in the United Kingdom preferential treat-"ment to the products and manufactures of the Colonies, either by "exemption from or reduction of duties now or hereafter imposed." We do not impose or wish to have the appearance of dictating, but if preferential duties are imposed we should have a preference in respect of them. The point raised by Lord Elgin is well covered by that.

CHAIRMAN: No. 4 would be met by new resolution.

Sir WILFRID LAURIER: I say resolution No. 4 covers the idea that you have in your mind, that is to say, each party should be left to determine for itself what is best. We are unanimous so far in this, but the British Government tell us, No, we are not prepared to admit the system of preference. We say, we do not ask you to admit it now. It is for you to decide, but whatever duties you do impose we ask for a preference upon them. That leaves you to determine hereafter whether you put new duties or not. That is really the subject between us, and it seems to me the resolution of 1902 substantially meets the objection you have at the present time. I re-affirm and all the Colonies affirm here, that we have no intention at all of dictating that the Government should put new imposts which they do not want to, but if they do put them, we should have preference upon them.

CHAIRMAN: I am afraid I should not be able to accept it for the resolution I propose.

Sir WILFRID LAURIER: There is a line of cleavage.

Mr. DEAKIN: If we withdraw No. 4, and accept the resolution which Ministers propose, it would mean an absolute retreat from the position of 1902.

Dr. JAMESON: Besides, Lord Elgin will not agree to No. 1 either. I hope the Governments will vote. Lord Elgin has told us he cannot.

Mr. LLOYD GEORGE. How can we? It is for the Prime Ministers of the self-governing Colonies.

Sir JOSEPH WARD: I agree with the latter portion of the resolution moved by Mr. Deakin, that it is desirable that preferential tariffs should be included.

Mr. DEAKIN: We will do that separately.

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Sir JOSEPH WARD: When those are disposed of, does that mean the disposal of the other resolutions entirely, without submitting them to the Conference?

Dr. JAMESON: No.

CHAIRMAN: No; I said at the beginning I should ask everyone.

Sir JOSEPH WARD: Because I want to move my resolution with an omission from it, which I hope will give us unanimity upon it, irrespective of the others.

CHAIRMAN: Very well. Had not we better dispose of the others first?

Sir JOSEPH WARD: Certainly. I should like to support the resolution of Sir Wilfrid Laurier and also the proposal of Mr. Deakin when it comes up separately.

Dr. JAMESON: On behalf of the Cape, the first resolution of the Cape is exactly as proposed by Sir Wilfrid Laurier at present, and we will not press that. With regard to the second resolution originally put by the Cape, I do not want to press that at all. As I explained in the remarks I made, it was more or less a warning, and I will not press it.

Mr. DEAKIN: It was a very proper thing to call attention to.

Dr. JAMESON: That was the intention of it—to call attention.

CHAIRMAN: With regard to our position, I spoke of the three first resolutions because I think Sir Wilfrid Laurier dealt with them in his speech at first.

Sir WILFRID LAURIER: No; I said I moved the whole of those resolutions of 1902, but then I stated that, with regard to three of them, there was no difference of opinion between us. With regard to No. 4, Australia moved something else which Australia has now withdrawn.

CHAIRMAN: Then I made my remarks based upon the remarks you made on the first three. It does not seem to me to make much difference, but the inclusion on your behalf of the whole four is subject to the same reservation which I read on behalf of His Majesty's Government: "His Majesty's Government cannot give its assent so "far as the United Kingdom is concerned to a re-affirmation of the "resolutions of 1902, in so far as they imply that it is necessary or "expedient to alter the Fiscal system of the United Kingdom." Of course No. 4 comes from you all as Prime Ministers of the Colonies. We do not make any representation, and you are quite at liberty to make that representation, but we make this affirmation at the end.

Sir WILFRID LAURIER: Certainly, we cannot take exception to that. You state your position and we state our position. It is carried with this understanding.

CHAIRMAN: Does any one wish it to be put? Is that carried?

Resolution VI.

Sir WILFRID LAURIER: It is carried.

CHAIRMAN: Now, with regard to the resolution which I now submit.

Mr. DEAKIN: My second resolution is: "That it is desirable "that the United Kingdom grant preferential treatment to the pro-"ducts and manufactures of the Colonies." That comes in because

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we are adopting down to No. 4 which does not include that. What I move now, is: "That it is desirable that the preferential treat- "ment accorded by the Colonies to the products and manufactures of "the United Kingdom be also granted to the products and manufac- "tures of other self-governing Colonies."

Sir WILFRID LAURIER: In principle I am ready to dispose of that, but I am willing to modify the language.

Mr. DEAKIN: What do you propose?

Sir WILFRID LAURIER: I am not prepared to draft it to-day, but it would be that we should have reciprocity. If a Colony does not give any preferential treatment to the Mother Country, the resolution would not apply perhaps.

Mr. DEAKIN: This was not intended to prevent that, it was only a general affirmation of a desirable thing.

Sir WILFRID LAURIER: I think I agree with you, but I would like it to stand for a day. The principle suits me altogether, I may say.

CHAIRMAN: There is some confusion I think. We must put this resolution: "That this Conference recognising the importance of "attaining greater freedom and fuller development of commercial "intercourse within the Empire, believes that these objects may best "be secured by leaving it to each part of the Empire, liberty of action "in selecting the most suitable means for attaining them, having re- "gard to its own special conditions and requirements."

Mr. DEAKIN: Personally, I do not object to that principle, but I do not know that it affirms anything.

Dr. JAMESON: You cannot either object or affirm.

Sir JOSEPH WARD: If you add to that "and that every effort "should be made to bring about co-operation," then I think we could all support it.

Mr. DEAKIN: Where would you put those words? They are better.

Sir JOSEPH WARD: At the end.

Mr. DEAKIN: Anything after "co-operation"—do not you want "between them," or something of that sort.

Dr. JAMESON: This puts us in a perfectly absurd position. It does not really negative, but any one can read a negative into this, to the resolution we have just passed of 1902.

Mr. DEAKIN: Do you think so.

Mr. LLOYD GEORGE: I do not think so. You have expressed your opinion that this is your way of co-operation, but we suggest other methods of arriving at the same end. It is not a negative at all.

Sir JOSEPH WARD: I suggest that these words be put in "and that every effort should be made to bring about co-operation in "matters of mutual interest."

Mr. LLOYD GEORGE: Yes.

Sir JOSEPH WARD: We are in co-operation on defence, emigration and naturalisation.

Mr. LLOYD GEORGE: And for trade, too, we can co-operate.

Sir JOSEPH WARD: If you put that in I will support it.

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Mr. LLOYD GEORGE: Certainly, by all means.

Sir JOSEPH WARD: "And that every effort should be made to "bring about co-operation in matters of mutual interest."

Dr. JAMESON: May I be allowed to say a word about this. We, all the self-governing Colonies here represented during the last six days, have affirmed our belief in preference. His Majesty's Government during those six days have affirmed their belief in no preference. We are each to have liberty of action, and now we say we are both right.

Mr. LLOYD GEORGE: No.

Dr. JAMESON: That is the position.

Mr. LLOYD GEORGE: We are to co-operate within the limits we have set down for ourselves. That is all, surely. Dr. Jameson does not say co-operation is impossible because we do not take the same view about fiscal matters. It would be a very sad thing for the Empire.

Dr. JAMESON: I should be delighted if Sir Joseph Ward's suggestion of co-operation is put. I would vote for it with both hands without this first part.

Mr. DEAKIN: Dr. Jameson wants this without the preamble.

Sir JOSEPH WARD: I think the preamble is all right.

Dr. JAMESON: This puts us in a ridiculous position. We have said the members of this Conference outside His Majesty's Government are in favour of preference as a method of the unity or whatever you like to call it. His Majesty's Government gives a direct negative, and we are both to vote for liberty of action. It is quite true we have liberty of action, but what is implied in this is that we are voting Yes is No, and No is Yes.

Sir JOSEPH WARD: I do not quite see that, for this reason. We, the whole of us, affirm that we reserve the undoubted right for our self-governing Colonies to do what we think right in our own borders, and we will, none of us, give it up. The British Government say exactly the same thing. It is evident they cannot vote for preference. It is equally evident that we all voted for preference. You cannot do more than to make a declaration as to what you want. Unless we are unanimous and all agreeable to enter into preference treaties and systems, you cannot get a preferential treaty. That is a certainty. There is not much to be gained by saying we make a declaration in our speeches—which we have all done,—and when it comes to a resolution we are all going to vote one way and the British Government the other. It follows, as a matter of procedure, that if they do not vote we cannot get preference unless they assent to it. So I want to bring about the feeling of co-operation at the end of the resolution, believing there is to be more done in the future, and that we cannot do everything to-day.

CHAIRMAN: I do not wish to raise unnecessary objections in the least. Perhaps, with the prudence of a Scotsman, I rather wanted to see it in writing. I have seen it in writing now, and we have no objection in adding those words proposed by Sir Joseph Ward.

Dr. JAMESON: If Sir Joseph Ward will allow me to answer what you have said, it seems to me this would have been an admirable resolution before we started the question at all, whether there

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should be preference or not. We ought to start on that basis because we all believe it; but having gone on that and come to absolutely opposite positions, to now bring in the liberty of action surely is absolutely useless, and the only reason it can be brought forward is to emphasise the fact that all we have done is not worth anything.

Sir WILFRID LAURIER: I think, on the contrary, His Majesty's Government has come a good way down to meet us here. They say, "Very well, we accept the resolutions you have just affirmed, "but we want each party to be left to decide how to do it."

Mr. LLOYD GEORGE: Yes, but let us co-operate where we can.

Dr. JAMESON: Outside the preference question this would be admirable.

CHAIRMAN: To make it clear, I wish to say that we do make a reservation with regard to those resolutions.

Sir WILFRID LAURIER: Exactly.

Mr. LLOYD GEORGE: We each state our respective positions and end up by saying: "Now let us co-operate within those limita- "tions."

Dr. JAMESON: Why not a resolution of co-operation?

Mr. DEAKIN: Is it not possible for us to take Sir Joseph Ward's suggestion as our starting point instead of our conclusion, and then adopt the language or a good deal of it here, so that it will read this way: "That every effort should be made to bring about co-operation "between the several parts of the Empire subject to the complete "liberty of action of each in selecting the most suitable means for "attaining it." That comes to the point. Every effort should be made to bring about co-operation—that is a positive proposal—between the different parts of the Empire subject to the liberty of action of each in selecting the most suitable means of attaining it.

Mr. LLOYD GEORGE: The only thing Mr. Deakin leaves out is, "promoting greater freedom," and so on.

Mr. DEAKIN: We have that in our first resolution of 1902.

Mr. LLOYD GEORGE: But that refers to one method only.

Mr. DEAKIN: Yes, that was "stimulate and facilitate."

Mr. LLOYD GEORGE: That is by one method. We want other methods as well. Your opinion is that this is the best. We made it quite clear what our opinion is, and then we end up by saying, "Let "us do our best to promote commercial intercourse within the Em- "pire, reserving to each party perfect freedom of action as to the best "means of doing it."

Sir WILFRID LAURIER: I am satisfied to have the resolution as amended by Sir Joseph Ward.

CHAIRMAN: We must adhere to that position.

Mr. LLOYD GEORGE: I think if we can get a unanimous vote it would be all the better, because, I think, Mr. Deakin is not very far from this resolution.

Mr. DEAKIN: How would this do: "That every effort should "be made to stimulate and facilitate mutual commercial intercourse "by co-operation between the several parts of the Empire, subject to the "liberty of action of each in selecting the most suitable means for "attaining it?" It puts the co-operation in the forefront. This

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other resolution opens with a general statement which does not appear to apply to anything, and then follows a particular proposal.

CHAIRMAN: We have asked the Chancellor of the Exchequer if he can come over. In the meantime, if there is a point you wanted to speak to about your own resolutions we might take it.

CARRIAGE OF BRITISH GOODS IN BRITISH SHIPS.

Carriage of Goods in British Ships.

Sir JOSEPH WARD: I want to see if I can get my resolution unanimously agreed to. I want to suggest an alteration in it. The affirming of the resolution of 1902, as proposed by Sir Wilfrid Laurier to which I agree, as I think it is the best thing under all the circumstances to-day, removes the necessity for independent resolutions being moved by any of the self-governing Colonies; but I would like to slightly alter this resolution, in the hope that it may meet with at least a good send-off from this Conference. I want to suggest: "That it is essential to the well-being of both the United "Kingdom and His Majesty's Dominions beyond the Seas that in "the transport of goods to the over-sea Dominions efforts in favour "of British manufactured goods carried in British-owned ships should "be supported by this Conference." I want to affirm the desirability of carrying British manufactured goods in British ships, if I can, and I should think the Conference generally would be able to assist to that.

Sir WILFRID LAURIER: I would add " as far as practicable " after the word supported— "That it is essential to the well-being of "both the United Kingdom and His Majesty's Dominions beyond the "Seas that in the transport of goods to the over-sea Dominions efforts "in favour of British manufactured goods carried in British-owned "ships should be supported as far as practicable."

Mr. F. R. MOOR: Are not we getting into confusion? We might deal with one thing at a time.

CHAIRMAN: We are only taking this to fill up time.

Sir WILFRID LAURIER: So far as Canada is concerned I am disposed to agree to this. Perhaps Sir Joseph Ward will agree to my suggestion of the word "desirable," instead of "essential." In Canada a resolution was introduced to limit the benefit of the preference on British goods only to those imported through Canadian ports. We accepted the resolution, but with a modification which is to come into force shortly, when in the opinion of the Governor in Council the trade has been sufficiently developed so as to allow us to get importations into Canadian ports. At present many imports come by way of the United States. That is a relic of the practice of former days, when Canada had to get its trade developed through the means of the southern ports, but now we are getting our own ports equipped, we hope, by and by, to possibly dispense altogether with intermediate States. This is on the same lines. To confine British trade to British bottoms there can be no serious objection. I agree to it very willingly, especially as Sir Joseph Ward has agreed to put into it "as far as "practicable." It could not be done at the present time so far as Canada is concerned. We have to use other ships, but we are getting to use more and more the British ships. So I accept it with the qualification "so far as practicable," because it could not be put into force immediately.

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Carriage of Goods in British Ships. (Sir Wilfrid Laurier.)

Mr. LLOYD GEORGE: "British manufactured goods in British shipping," instead of "carried in."

Sir JOSEPH WARD: Yes, I will make the alteration. I only want to affirm something in that direction.

Mr. DEAKIN: Are you moving that?

Sir JOSEPH WARD: Yes.

Mr. DEAKIN: But you are not moving it in this altered form.

Sir JOSEPH WARD: Yes.

Mr. DEAKIN: Will you read it?

Sir WILFRID LAURIER: Will you allow me to withdraw, as I have an engagement in a few minutes. I stand by Sir Joseph Ward's resolution.

Mr. DEAKIN: But we are working out an alternative.

Sir WILFRID LAURIER: If Sir Joseph Ward accepts the alternative, I am satisfied, and I follow it.

Sir JOSEPH WARD: The resolution will read in this way: "That it is desirable in the interests both of the United Kingdom and "His Majesty's Dominions beyond the seas, that efforts in favour of "British manufactured goods and their carriage in British-owned "ships, should be supported as far as practicable."

Mr. DEAKIN: That is all right.

Mr. LLOYD GEORGE: I would prefer to leave out the words "their carriage in British-owned ships," and make it "efforts in "favour of British shipping" because we want to carry other goods. We are not depending only upon the carriage of our own goods.

Sir JOSEPH WARD: It is the same thing: "That it is advisable "in the interests both of the United Kingdom and His Majesty's "dominions beyond the Seas, that efforts in favour of British manu-"factured goods and British shipping should be supported as far as "practicable."

Mr. LLOYD GEORGE: Yes.

CHAIRMAN: I put this resolution: "That it is advisable in the "interests both of the United Kingdom and His Majesty's Domin-"ions beyond the Seas that efforts in favour of British manufactured "goods and British shipping should be supported as far as practica-"ble." Is this agreed to?

The resolution was carried unanimously.

Resolution VIII.

PREFERENTIAL TRADE.

Preferential Trade.

CHAIRMAN: I think I understood, Dr. Jameson, you did not wish to raise any point upon your resolution.

Dr. JAMESON: Not the resolution on the paper, but I wish to put the resolution I brought forward yesterday.

Dr. SMARTT: That has been accepted in principle already. It is merely an extension.

Dr. JAMESON: My real difficulty with regard to this is, as has been emphasized, I am glad to say, by one of my political opponents since my departure from South Africa, that unless preference is

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coupled with some form of reciprocity it may be withdrawn. Therefore I am bound to bring this resolution forward.

Preferential Trade. (Dr. Jameson.)

CHAIRMAN: As the Chancellor of the Exchequer has arrived we had better finish the first resolution. Mr. Deakin wishes to put it: "That every effort should be made to stimulate and facilitate mutual "commercial intercourse between the several parts of the Empire by "the development of all their means of inter-communication, subject "to the liberty of each self-governing Dominion to select the most "suitable methods for giving effect to it."

Mr. ASQUITH: Is this a proposition as a substitute for the whole resolution? I certainly prefer the resolution as it stands very much. I think it is much wider in its scope and clearer in its language. I think the fresh one rather limits it.

Mr. LLOYD GEORGE: The development of all means of communication is the most important limitation. There are other means of practical commercial intercourse in the Empire.

Mr. ASQUITH: I agree with the words as previously proposed.

Mr. LLOYD GEORGE: This other resolution of Mr. Deakin's does not go so far as I am prepared to go.

Mr. DEAKIN: I will put in the word "especially."

Mr. ASQUITH: "Every effort should be made by co-operation."

Mr. DEAKIN: They are right, but it is the preliminary part I object to. It seems too vague.

Dr. JAMESON: It seems to me emphasising a truism which we have acknowledged to begin with, unless it means something different. If it only means what is on the face of it this original resolution of the Government is a mere truism which we all acknowledged before we began the Conference, and all through the Conference. We have always emphasised it. Why do it again unless there is some other reason for it?

Mr. LLOYD GEORGE: Mr. Deakin's resolution affirms the resolution as a liberty of action. He does not object to that.

Mr. DEAKIN: I put it in because you wished it, not that I think it necessary.

Dr. JAMESON: This one of Mr. Deakin's is a separate subject. We have done with Tariff Reform or preference and now deal with other methods of commercial intercourse, whereas this other resolution implies a negative of what we have been doing this week so far as the Colonies are concerned.

Mr. LLOYD GEORGE: You have affirmed your view of the best method. We have affirmed ours. Now, upon the basis of that mutual understanding of each other's positions we agree upon this.

Dr. JAMESON: Upon what—to have liberty which we have all agreed upon long ago? Why put it in?

Mr. LLOYD GEORGE: No. Sir Joseph Ward's resolution carries it a good deal further than that. I think these are the important words: "That every effort should be made to bring about co-operation "in matters of mutual interest." It carried it beyond what Dr. Jameson is afraid of—a mere barren affirmation of a thing we all agreed to.

Dr. JAMESON: I cannot see the use of this at the beginning of

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Preferential Trade. (Dr. Jameson.)

Sir Joseph Ward's resolution. I shall be delighted to pass the resolution on everything—co-operation, communication, and everything else, but why reiterate this truism which I am afraid various people will say after a week's discussion is a kind of slur on the discussions of the week past.

Mr. ASQUITH: Not at all.

Mr. LLOYD GEORGE: You will not deny liberty of action even to the Mother Country.

Sir JOSEPH WARD: Mr. Deakin in the course of the speech which he delivered before the suggested words that I have added were put into the proposition coming from Lord Elgin, stated that in giving any support to the resolution moved by Sir Wilfrid Laurier re-affirming the resolution of 1902 on behalf of his Government he required a qualification. He proposed to support this resolution with a qualification, and this is the qualification.

CHAIRMAN: With the other words used.

Sir JOSEPH WARD: So we have the resolution of 1902 re-affirmed, the British Government having put on record their desire to keep to their position. With regard to that, from the point of view put before the Conference, I see no harm in accepting that resolution.

Mr. ASQUITH: The Imperial Government consider it essential that those words should stand in the resolution.

Mr. DEAKIN: That each should have its liberty.

Mr. ASQUITH: Yes.

Mr. F. R. MOOR: Nobody has questioned that principle.

Mr. ASQUITH: We wish to have it put on record.

Mr. DEAKIN: Would this get rid of the difficulty: "That every "effort should be made to stimulate and facilitate co-operation in "matters of mutual interest between the several parts of the Empire, "especially by the development of all through means of inter-com-"munication, subject to the liberty of each self-governing Dominion "to select the most suitable methods for giving effect to it." That, I think, contains everything important—affirmation, co-operation in matters of mutual interest, and further development of inter-communication, and the other qualification on which you lay stress—that it is subject to the liberty of each self-governing Dominion to select the most suitable methods.

Mr. ASQUITH: No, I do not think there is any very substantial difference between them; but, to my mind, there is an important difference in the mode of expression and the order. I believe that is the real difference between us—the other in which the two parts of the subject are dealt with— and from one point of view, as we have given great consideration to this, we think the affirmation of freedom should come first and the other next.

CHAIRMAN: This is the resolution which His Majesty's Government puts before the Conference: "That this Conference recog-"nising the importance of promoting greater freedom and fuller de-"velopment of commercial intercourse within the Empire, believes "that these objects may be best secured by leaving to each part of "the Empire liberty of action in selecting the most suitable means "for attaining them, having regard to its own special conditions and

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"requirements, and that every effort should be made to bring about "co-operation in matters of mutual interest."

Preferential Trade. (Chairman.)

Dr. SMARTT: Might I ask you as Chairman, whether the Conference, having affirmed resolution No. 1, which states, "That this "Conference, recognising that the principle of preferential trade be- "tween the United Kingdom and His Majesty's Dominions beyond "the Seas, will stimulate and facilitate mutual commercial inter- "course," it is competent for this Conference to propose a resolution which does not affirm this resolution.

CHAIRMAN: I specially said we did not agree to that.

Dr. SMARTT: I thoroughly understand that, and you have registered your vote as President of this Conference, and a very important vote, as not agreeing with it. Notwithstanding that, the Conference has maintained the principle laid down in the first resolution, and I wish to say that this resolution following the other would mean that the Conference had departed from its position that the best way of developing this mutual co-operation would be by preference.

CHAIRMAN: If you ask me as President, I do not think it is out of order.

Dr. JAMESON: If this means anything to me it means this, that we have decided to differ here on a question of preference; the self-governing Colonies against His Majesty's Government taking absolutely different views. This resolution is to emphasise the fact that for commercial intercourse the best thing is for the Colonies to give preference and for His Majesty's Government not to give preference. If we vote for this it puts us in the position that we agreed to that, and stultifies everything we have said for the last week. I say that because I personally could not support that on behalf of my colony as it stands. I want to emphasise again that we all say we must have absolute liberty of action on this and every other subject.

Mr. LLOYD GEORGE: Sir Wilfrid Laurier, who was the very first to give preference to the Mother Country, does not think so.

Dr. JAMESON: I disagree with Sir Wilfrid Laurier.

Mr. LLOYD GEORGE: His was the first colony to propose it—and a very substantial preference he gave us—and he has improved upon it since. Certainly, he does not take that view. He is the father of preference within the Empire.

Dr. JAMESON: Sometimes you find children get a little more advanced than the father or mother, as the case may be.

Mr. DEAKIN: This would be my position. I do not specially object to this resolution even as it stands, though I admit there is force in Dr. Jameson's fear that it may be misinterpreted. There are words that would make it acceptable to me, if not to the other members. I would propose that after the word "that" we introduce the words: "without prejudice to the resolutions, already accepted, this "Conference recognises the importance of promoting greater free- "dom," and so on.

Dr. SMARTT: That will do.

Mr. ASQUITH: Let us see if we can meet Mr. Deakin. We are anxious to if we can. You said the resolutions, but you must include the reservation made by the Imperial Government.

Mr. DEAKIN: Certainly the resolutions or reservations.

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Preferential Trade. (Mr. Deakin.)

Mr. ASQUITH: It had better be on the face of it to make it plain.

Mr. DEAKIN: To make it plain I have put: "That without pre-"judice to the resolution already accepted or the reservation of His "Majesty's Government, this Conference, &c."

CHAIRMAN: I will read it again to make it quite plain.

Dr. JAMESON: I am quite content.

Mr. F. R. MOOR: I am satisfied.

General BOTHA: Yes.

Sir JOSEPH WARD: I am quite satisfied.

Mr. DEAKIN: We always get unanimous before we finish.

Resolution VII.

CHAIRMAN: This is the resolution of the Conference.

Dr. JAMESON: Then there is my further resolution.

Mr. DEAKIN: I do not know whether the President has a resolution with reference to coastwise trade. I take it that is bound up with this, in a sense.

Mr. LLOYD GEORGE: I will show you Sir Robert Finlay's opinion on that, and then if, after that, you still think it right, you will press it.

Mr. DEAKIN: Thank you.

CHAIRMAN: The only arrangement I have made for to-morrow is that the First Lord of the Admiralty will come.

Dr. JAMESON: May we first finish up this resolution, or it will disappear altogether.

Mr. ASQUITH: I think we had better dispose of it now.

Dr. JAMESON: Very well, I will propose it.

Mr. ASQUITH: This is as to preference on present dutiable articles. I am not going to take up any time. You understand our position in the matter. We think it would concede the principle without doing any substantial good to anybody.

Dr. JAMESON: Yes, I understand that, but the main reason is it will help me to keep the preference going in South Africa if I put it here, even if I only vote for it myself, but I hope General Botha will vote with me on it.

CHAIRMAN: The resolution moved by Dr. Jameson is: "That "while affirming the resolution of 1902 this Conference is of opinion "that as the British Government through the South African Cus-"toms Union—which comprises Basutoland and the Bechuanaland "Protectorate—do at present allow a preference against foreign coun-"tries to the United Kingdom, Canada, Australia, New Zealand, and "all other British Possessions granting reciprocity, His Majesty's "Government should now take into consideration the possibility of "granting a like preference to all portions of the Empire on the pre-"sent dutiable articles in the British tariff."

Mr. DEAKIN: It is only a request to consider. You do not dissent from that?

Dr. JAMESON: The consideration of possibly doing it.

Mr. DEAKIN: You are not asked to say you will do it or not.

Mr. ASQUITH: We have considered it.

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Preferential Trade. (Mr. Asquith.)

Mr. DEAKIN: You can consider it again.

Mr. ASQUITH: If you please we will take the same attitude with regard to this as with regard to the other—an attitude of reservation. We do not conceive we are free to do this.

Mr. DEAKIN: You are always free to consider it if not free to grant it.

Dr. SMARTT: You are doing it at the present moment.

Mr. ASQUITH: I was not aware of the case of Bechuanaland and Basutoland.

Dr. JAMESON: It has been very advantageous to those two Protectorates.

Sir JOSEPH WARD: That means a reduction in your duties if it is given effect to—not an imposition of duties.

Mr. DEAKIN: It means only a reduction if it is granted, but it does not promise that any reduction will be granted.

Mr. ASQUITH: But it means that we are to consider the question whether we shall treat the foreigners and the Colonies as it were differently, and that we conceive we are not able to do.

Dr. JAMESON: That is the whole of it. I would like it put to the Conference.

Sir JOSEPH WARD: I will support that.

Mr. F. R. MOOR: I support it.

CHAIRMAN: Do you support it, General Botha?

General BOTHA: No, I do not support it.

Sir ROBERT BOND: Yes, I support it.

CHAIRMAN: We do not; we dissent from it.

Mr. ASQUITH: Sir Wilfrid Laurier is not here.

Resolution IX.

CHAIRMAN: That will be recorded. Those are all the resolutions.

Mr. DEAKIN: There are the subsidiary motions. I do not know if you would pass the others without discussion. Our resolution is: "That the Imperial Government be requested to prepare for the in- "formation of Colonial Governments, statements showing the privi- "leges conferred, and the obligations imposed on the Colonies by "existing commercial treaties and that inquiries be instituted in con- "nection with the revision proposed in resolution No. 5, to ascertain "how far it is possible to make those obligations and benefits uniform "through the Empire." It only asks for information and inquiries as to all commercial treaties.

Mr. LLOYD GEORGE: We cannot answer you that on the spur of the moment.

CHAIRMAN: We will do to-morrow such other business as I can arrange.

Adjourned to to-morrow at 10.30 o'clock.

SESSIONAL PAPER No. 58

INTER-IMPERIAL TRADE.

RETURN showing for the last year for which figures were available:—

(*a*) The value of all articles imported into the United Kingdom from Canada, Australia, New Zealand, and British South Africa, respectively, (i) free of duty, (ii) subject to duty;

(*b*) The value of all articles imported into Canada, Australia, New Zealand, and British South Africa, respectively, from the United Kingdom, (i) free of duty (ii) subject to duty.

(A) VALUE of all Articles Imported into the United Kingdom which were consigned from Canada, Australia, New Zealand, and British South Africa, respectively, (i) free of duty, (ii) subject to duty.

Colony whence Consigned.	Imports (Consignments) of Merchandise into the United Kingdom in 1906.		
	Free of Duty.	Subject to Duty.	Total.
	£	£	£
From Canada	28,019,668	15,368	28,035,036
" Australia	29,178,609	106,537	29,285,146
" New Zealand	15,618,850	163	15,619,013
" British South Africa*	6,327,476	16,894	6,344,370

*Including Rhodesia, Orange River Colony, and the Transvaal. The figures given are exclusive of the value of diamonds from the Cape of Good Hope, which amounted to £9,179,333 according to figures supplied by the Cape Government.

(B) VALUE of all Articles imported into Canada, Australia, New Zealand, and British South Africa, respectively, from the United Kingdom, (i) free of duty, (ii) subject to duty.

Colony.	Imports of Merchandise from the United Kingdom.		
	Free of Duty.	Subject to Duty.	Total.
	£	£	£
(*a*) Canada (year ended June 30, 1906)	3,406,000	10,815,000	14,221,000
(*b*) Australia (1905)	5,738,000	14,513,000	20,251,000
New Zealand (1905)	(*d*) 2,484,000	5,300,000	7,784,000
(*c*) British South Africa (1904)	(*d*) 6,506,000	14,335,000	20,841,000

(*a*) The figures represent imports for consumption.

(*b*) The figures represent imports of goods the produce or manufacture of the United Kingdom.

(*c*) Approximate figures, compiled from the returns of the various South African colonies. Later detailed figures are not yet available, but the total value of merchandise imported from the United Kingdom into British South Africa amounted to £16,938,000 (exclusive of Colonial Government stores) in 1906, this being the first year for which returns were compiled by the South African Statistical Bureau for 'British South Africa as a whole.'

(*d*) Inclusive of the value of certain goods which are free of duty when the produce of the United Kingdom but subject to duty when the produce of other countries.

Note.—The figures in the above Statements are exclusive of the value of bullion and specie.

A. WILSON FOX.

Board of Trade, April, 1907.

Thirteenth Day. 8th May, 1907.

THIRTEENTH DAY.

HELD IN THE COLONIAL OFFICE, DOWNING STREET, WEDNESDAY, 8th MAY, 1907.

PRESENT:

The Right Honourable THE EARL OF ELGIN, K.G., Secretary of State for the Colonies (President).

The Right Honourable Sir WILFRID LAURIER, G.C.M.G., Prime Minister of Canada.

The Honourable Sir F. W. BORDEN, K.C.M.G., Minister of Militia and Defence (Canada).

The Honourable L. P. BRODEUR, Minister of Marine and Fisheries (Canada).

The Honourable ALFRED DEAKIN, Prime Minister of the Commonwealth of Australia.

The Honourable Sir W. LYNE, K.C.M.G., Minister of Trade and Customs (Australia).

The Honourable Sir JOSEPH WARD, K.C.M.G., Prime Minister of New Zealand.

The Right Honourable Sir ROBERT BOND, K.C.M.G., Prime Minister of Newfoundland.

The Honourable L. S. JAMESON, C.B., Prime Minister of Cape Colony.

The Honourable Dr. SMARTT, Commissioner of Public Works (Cape Colony).

The Honourable F. R. MOOR, Prime Minister of Natal.

General the Honourable LOUIS BOTHA, Prime Minister of the Transvaal.

The Right Honourable WINSTON S. CHURCHILL, M.P., Parliamentary Under Secretary of State for the Colonies.

Sir FRANCIS HOPWOOD, K.C.B., K.C.M.G., Permanent Under Secretary of State for the Colonies.

Sir J. L. MACKAY, G.C.M.G., K.C.I.E., on behalf of the India Office.

Mr H. W. JUST, C.B., C.M.G.,
Mr. G. W. JOHNSON, C.M.G., } *Joint Secretaries.*

Mr. W. A. ROBINSON,
Assistant Secretary.

ALSO PRESENT:

The Right Honourable D. LLOYD GEORGE, M.P., President of the Board of Trade.

Mr. H. LLEWELLYN SMITH, C.B., Permanent Secretary to the Board of Trade.

Mr. A. WILSON FOX, C.B., Comptroller-General of the Commercial, Statistical, and Labour Departments of the Board of Trade.

Mr. G. J. STANLEY, C.M.G., of the Board of Trade.

Mr. ALGERNON LAW, of the Foreign Office.

The Right Honourable The LORD TWEEDMOUTH, First Lord of the Admiralty.
The Right Honourable E. ROBERTSON, M.P., Parliamentary Secretary to the Admiralty.
CAPTAIN OTTLEY, M.V.O., R.N., Director of Naval Intelligence.
Mr. W. GRAHAM GREENE, C.B., Assistant Secretary to the Admiralty.
Sir W. S. ROBSON, K.C., Solicitor-General.

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IMPERIAL SURTAX ON FOREIGN IMPORTS.

Imperial Surtax on Foreign Imports.

CHAIRMAN: We begin with the Treaty question.

Mr. DEAKIN: Lord Elgin and gentlemen, if I may, I would like to hand in a draft embodying the general proposal which I have twice suggested for the consideration of the Conference. This I have now shaped, I think, into a more intelligible form, so that before we leave trade questions we might have an opportunity of seeing whether any co-operation is possible in this direction. I will read it: "This Conference recommends that in order to provide funds "for developing trade, commerce, the means of communication, and "those of transport within the Empire, a duty of one per cent. upon "all foreign imports shall be levied, or an equivalent contribution be "made by each of its Legislatures. After consultations between "their representatives in conference, the common fund shall be de-"voted to co-operative projects approved by the Legislatures affected, "with the general purpose of fostering the industrial affairs of the "Empire so as to promote its growth and unity." The one per cent. is fixed merely as a basis to start from, and the suggestion of an equivalent contribution made by each of the Legislatures would, I hope, meet Sir Wilfrid Laurier's objection. The plain provision that this fund is to be devoted to co-operative purposes approved by the Legislatures affected, preserves in the amplest way their powers of self-government and their control of this fund. If adopted, this would provide a means of co-operation in respect of the expenditure of the fund thus created. I will now circulate it.

CHAIRMAN: You do not propose to discuss it.

Mr. DEAKIN: Yes, I have asked for this twice before.

CHAIRMAN: We cannot possibly discuss it at this moment, because it must go before the Chancellor of the Exchequer.

Mr. LLOYD GEORGE: It is a Treasury matter.

Mr. DEAKIN: I do not mean to discuss it now

Dr. JAMESON: It must go before the Chancellor of the Exchequer if the Imperial Government contributes.

Mr. LLOYD GEORGE: It is altogether a Treasury matter, whether duty or equivalent contribution.

Mr. DEAKIN: Yes. But the questions of better means of communication and transport are matters to which you have specially referred more than once, and this is the means of providing a joint fund out of which those means could be financed.

Mr. LLOYD GEORGE: Have you worked out roughly what it would come to.

Mr. DEAKIN: I have some figures here, but they are not ma-

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Imperial Surtax on Foreign Imports. (Mr. Deakin.)

terial. If preferential trade is ruled out, and the resolution we have passed practically disposes of it as far as this Conference is concerned, we are left in the void. We have now to look for additional means towards the same end.

Mr. LLOYD GEORGE: By way of elucidating it, not by way of debating it, what does "equivalent contribution" mean? For instance, take this case. Our imports from foreign countries are over 400,000,000*l.* or something of that sort. Does that mean that we are to contribute at the rate of one per cent. on the merchandise imported into this Kingdom?

Mr. DEAKIN: The proposal is that you should either levy a duty of one per cent., or whatever percentage you agree upon; or contribute the same amount from any other source.

Mr. LLOYD GEORGE: Do you mean contribute on the 400,000,000*l.*?

Mr. DEAKIN: How otherwise could you measure equality of contribution?

Mr. LLOYD GEORGE: It is hardly what I call an equality of contribution. Dr. Jameson would contribute about 100,000*l.*, and we 4,000,000*l.* That is not what I call equality, quite.

Mr. DEAKIN: It is if you look to the fact that you decide how your 4,000,000*l.* is to be spent.

Mr. LLOYD GEORGE: We get an equivalent for it?

Mr. DEAKIN: Yes, you may offer its equivalent.

Mr. LLOYD GEORGE: But you will not give us 40 votes to Dr. Jameson's one—I am not suggesting that.

Mr. DEAKIN: The proposal here is that you should practically control the expenditure of your 4,000,000*l.*, and we of our 400,000*l.*, or whatever it is.

Mr. LLOYD GEORGE: It is premature to discuss it now. I only want to know what amount we are to contribute. Supposing we had a sort of arrangement with you which would involve the expenditure of 400,000*l.*, and that you would contribute 200,000*l.* and we 200,000*l.*, that is one way of interpreting "equivalent contribution." The other is the way you have explained now, that we should contribute forty times as much.

Mr. F. R. MOOR: With about forty times as much at stake.

Mr. LLOYD GEORGE: No, it is not we who have come first of all to complain of present arrangements.

Mr. DEAKIN: First of all, we are 5,000,000 people and I have yet to learn that you number forty times that.

Mr. LLOYD GEORGE: The difference would be nearly ten to one.

Mr. DEAKIN: You are a little more than eight to one.

Mr. LLOYD GEORGE: One per cent. would mean that your share would be 50,000*l.*

Mr. DEAKIN: I will not touch that now. I will go into the figures later. The principle is that you put into this fund, for argument's sake, 800,000*l.* and we 100,000*l.*, as far as we two are concerned. Then for any joint service you would consider how much of your 800,000*l.* you would devote towards it, and we should consider

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how much of our 100,000*l.* we should devote towards it. We should not be the only partners. Any proposal we were interested in, New Zealand might be and Canada might be, and others might be. But the idea is to have a joint fund. Roughly the amount contributed by each country to that fund should be within its own control to the extent that it could not be applied to any purposes until its legislature has approved of the proposal, which would set out how much the United Kingdom, how much Canada, how much Australia, and how much New Zealand contribute. The Legislatures do not let go of anything. They deal with their own money under this resolution as they do now, and unless they are satisfied a fair distribution has been arranged they will not pass it.

Mr. LLOYD GEORGE: Still, if it is a bargain between us and the Colonies that we should spend some four million pounds upon objects of this kind, we have to spend them somehow or break the treaty.

Mr. DEAKIN: Yes, while the treaty lasts.

Mr. LLOYD GEORGE: Before we enter into a bargain of that sort we have to see what it means.

Mr. WILFRID LAURIER: You say it is to be a general fund, and if you create a general fund, how are you leaving it to the Legislatures to distribute?

Mr. DEAKIN: You have no choice between that and creating some other body which would displace our Legislatures. I think that is impossible.

Sir WILFRID LAURIER: You can leave it to each Legislature to do as much as it pleases without creating a fund.

Mr. DEAKIN: But if we can agree at once that there shall be such a fund and fix its amount that would be a first step to Imperial co-operation. The existence of that fund would make it imperative that there should be from time to time consultations of a business character as to how that fund should be applied, and how the respective portions contributed by each shall be arranged. It would have to be absolutely under the control of the Legislatures, but there would be a fund and full consideration from time to time as to how it could be most fruitfully applied. The Legislatures would have to be satisfied as to its application in each instance.

Sir WILFRID LAURIER: I understand you do not move it this morning?

Mr. DEAKIN: No.

Dr. JAMESON: I think this is an attempt on Mr. Deakin's part to found a fund for the schemes which the President of the Board of Trade suggested.

Mr. LLOYD GEORGE: To found a fund at our expense.

Dr. JAMESON: Not all at your expense. Up to now, the indication has been that it was to come entirely from the Chancellor of the Exchequer.

Mr. LLOYD GEORGE: We should contribute at least 5*l.* net for every 1*l* the Colonies in the aggregate would contribute. Perhaps that is too high; but two or three to one at least.

Mr. DEAKIN: We are over 12,000,000 people and you 43,000,000 people between three and four times as much.

CHAIRMAN: May we proceed now to the other business?

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Coastwise Trade. (Chairman.)

COASTWISE TRADE.

Mr. DEAKIN: With reference to this resolution, as to coastwise trade, I had expected my colleague would be here in time to deal with this. The matter which is embodied in this resolution was fully considered on a number of occasions by the Conference of 1902. We have now before us its resolution, which asks the attention of the Government to the state of the navigation laws in the Empire and the advisability of revising the privileges as to coastwise trade, including trade between the Mother Country and its Colonies and Possessions, and between one Colony and Possession and another, to countries in which the corresponding trade is confined to ships of their own nationality. It was upon the motion of the late Mr. Seddon, representing New Zealand, that this question was given such prominence to. This same resolution was passed in 1902.

Mr. LLOYD GEORGE: Do you recollect what the Imperial Government did then?

Mr. DEAKIN: They allowed the resolution to be passed without any objection whatever. It was brought forward by Mr. Seddon, from whose speech I take a quotation of an utterance of Senator West, in the United States Congress, when he said: "We can exclude foreign ships from our coastwise trade, and no foreign nation "can complain; and, of course, with the monopoly of building these "ships, and repairing them, our shipowners have a harvest each year "which they could obtain nowhere else." The United States are amongst the countries who have emphatically reserved their coastwise trade and given a very wide interpretation to that term. The Secretary of State at that time invited special attention to this part of Mr. Seddon's proposal, at page 72; and Sir Wilfrid Laurier, who had evidently given this subject close attention, at page 73, pointed out that 50 years ago the Navigation Laws "were repealed, largely "at the instance of the Colonies, and perhaps Canada was one of "the chief motors in the new departure. The conditions have "changed very much since that time. The Americans have extended "their navigation laws, but not only to the coasting trade, but to a "class which is not at all used for coasting trade; for instance, they "have applied their law on the Pacific Ocean not only to the coast "of the American continent, not only to the coast of the United "States from California up to British Columbia, but they include "Honolulu as part of the United States. They have not allowed "the privileges to other shipping. They reserve that exclusively to "themselves." He explained the Canadian law, which offers reciprocity in the coasting trade—an offer not then taken advantage of by the United States, nor, I think, since. The representative of the Commonwealth, Sir Edmund Barton, at page 76, said: "Whether "it would be possible with the concurrence of the whole of the self-"governing portions of the Empire to make a general navigation "law accepting and asserting the principle, and leaving the applica-"tion of it to the autonomous action of the Governments concerned, "is a question which may well be considered; and I think this whole "question of the navigation laws is one which may demand a larger "and longer discussion than we have given to it yet." I think that discussion has now been held under the presidency or chairmanship of the President of the Board of Trade.

Mr. LLOYD GEORGE: That is so.

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Coastwise Trade. (Mr. Deakin.)

Mr. DEAKIN: Was it the law of Merchant Shipping only, or the Navigation Laws which were under consideration?

Mr. LLOYD GEORGE: I think we pretty well covered the whole ground.

Sir JOSEPH WARD: That is so.

Mr. DEAKIN: So I understand. This question now comes to us almost by transfer from your Conference.

Mr. LLOYD GEORGE: Was this moved at all at our Conference?

Sir JOSEPH WARD: My impression is that it was not.

Mr. LLOYD GEORGE: The only question we proposed to refer to this Conference was to the islands of the Pacific, whether they should be included as part of the coastwise trade of Australia.

Sir JOSEPH WARD: At the Navigation Conference we dealt with the power, admitted by everybody, of the Colonies to govern shipping within their own territories. We decided that the intercommunication between an outside place and the Colonies we had no jurisdiction over beyond our own waters. We decided to go for uniformity in legislation as far as possible, to meet the different requirements of the Empire. The cause of this being referred here, was a desire on our part to try and control ships and shipping in the islands of the Pacific, making those islands part and parcel of the territories of Australia and New Zealand, and we wanted to arrive at a decision upon it, and found we could not govern the trade on the oceans outside our own territory, and we decided that aspect of it should be transferred to this Conference.

Mr. DEAKIN: Does not that involve a consideration of this resolution of 1902, which we had already set down for consideration by this Conference? That is to say, is not the main point so far as we are concerned, or rather, is not our main object to learn the opinion of the Government of the United Kingdom as to the possibility of dealing with the trade between the Mother Country and its Colonies and Possessions as coastwise trade. The islands of the Pacific have a particular interest for New Zealand and the Commonwealth; but, of course, they would come under any application of these general principles to which by resolution attention was called in 1902. I presume the question has been considered since, and was just about to briefly point out the steps by which the Government of the United Kingdom came to agree to this resolution in 1902. The then President of the Board of Trade, at page 134, pointed out that if there was to be a reciprocity arrangement in regard to coastwise trade only three countries would be affected—Russia, the United States, and France—because every other country did practically leave its coastal trade open to British vessels. Russia and the United States are exceptions, and France is a partial exception. Again he said the question might be raised to Russia whether the trade between Great Britain and her Colonies was not in her sense of the term coastal trade, on the plea that she has made traffic between Odessa on the Black Sea and Port Arthur coastal trade. Those were two ports in the same territory, whereas the United States made Honolulu, Hawaii, and Porto Rico all islands in the ocean subject to their coastal trade provisions. Sir Wifrid Laurier then pointed out that all the resolution did was to call attention to this subject. The resolution was approved. At

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page 139 it will be found as it appears on the agenda paper for this Conference. There will be found as Appendix No. 18 at page 453 —a memorandum by the Board of Trade—which sets out the practice of the different countries there mentioned in regard to their coastwise commerce. I will only call attention to the general principle adopted by Portugal, which first reserved the whole of its trade absolutely as coastwise trade, and then opened its ports to foreign vessels as appeared advisable or in consideration for reciprocal concessions. They started with reserving the whole of the coastal trade, and then commenced to throw open to everybody certain portions of it which they did not wish to reserve, and to make reciprocal arrangements with countries that did reserve their coastwise trade. That seems to be a course which has something to be said in its favour. At page 456, paragraph 20, of this report, there is a statement in Annex No. 8, showing the position of coastal trade, which says: "It "will be seen that there is no treaty under which the right to share "in the coasting trade of all our Colonies and Possessions is granted "to any foreign country, but a few treaties (mostly with unim- "portant countries from a maritime point of view) concede this right "with respect to our Crown Colonies and certain self-governing "Colonies which have adhered to those treaties." It mentions Greece, Paraguay, and the Argentine. The Board of Trade Memorandum raises the question as to whether there is a distinction between what might be called a foreign shipping trade and coasting trade proper, and then proceeds: "Assuming that any difficulty of this "kind is surmounted, the treaty position as regards inter-Empire "trade would appear to be identical with that as regards coasting "trade. Thus, our treaties with Austria-Hungary, Greece, and cer- "tain other countries would have to be 'denounced' before steps "could be taken by legislation in the United Kingdom to reserve the "trade between the United Kingdom and any of the Colonies. The "carrying trade between Canada, India, and New South Wales could "apparently be 'reserved,' if desired, without breach of any treaty, "and, generally speaking, the treaty restrictions on the reservation "of the inter-Colonial trade would seem to be less formidable than "those applying to the Colonial trade with the United Kingdom, al- "ways assuming that inter-Colonial trade could, without breach of "treaty or fear of retaliation, be assimilated to Colonial coasting "trade. The restriction of the trade between particular Colonies to "British vessels would naturally be a matter for Colonial rather than "Imperial legislation," and the question is raised whether it would not be possible even under all existing treaties to restrict the trade between the United Kingdom and any particular Colony to British vessels "by means of a colonial law, in cases in which the Colony "passing such a law is not bound by treaty to admit foreign vessels "to its coasting trade." That suggestion may have rather an important bearing upon a subsequent question we may be called upon to discuss.

Speaking for the Commonwealth, it appears to us that attention having been invited to this question in 1902, it is possible that in the future the exercise of some of the powers referred to in that memorandum, or the occasion for their exercise, may arise suddenly. It would be well therefore to ascertain from the British Government what has been the result of any further inquiries which have been made in this direction either as to local powers or practical advan-

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tages or disadvantages of such reservations. If that be not a complete statement we can again re-affirm this resolution, so that further attention will be called to it in the hope of our obtaining some clear and precise understanding of what our powers are in this connection. We require knowledge which would guide us in forming an opinion as to what extent it would be judicious for us to exercise those powers. For the purpose of bringing this matter to a head, equipping ourselves for practical solutions when these may be necessary, and for bringing up to date the very interesting and valuable information contained in the additions to the Conference of 1902, the resolution before you is submitted for re-affirmation.

Sir WILFRID LAURIER: I quite approve for my part.

Sir JOSEPH WARD: This resolution, as Mr. Deakin has said, is a similar one to that moved by Mr. Sedden at the last Conference. I want to say what New Zealand did after his return. We introduced legislation affecting the whole coastwise administration, so as to insure that British ships had to a very large extent the advantage in our country. We did it by the altering, among other things, of our law as to the payment of wages and the general control of the ships. We do not allow outside ships to come down to our country and engage in coastwise trade at all. We have stopped that. We have done as America did.

Mr. DEAKIN: Do you allow them if they comply with the conditions?

Sir JOSEPH WARD: We do not allow an outside ship to trade on our coast. Since the resolution moved by Mr. Seddon in 1902, referred to by Mr. Deakin, we in New Zealand have gone in the direction of it to a very large extent. We have done it for a reason referred to by Mr. Deakin, because we felt keenly in our country the extraordinary position of being brought up when our ships get to Honolulu, and then not allowed to go on to trade with America. We had to withdraw a steamer for which we were paying a subsidy for carriage of passengers and mails between New Zealand and England viâ America. After 1902 the effect of this resolution was put into a statute in our country, and we are carrying it out.

Mr. DEAKIN: Part of it.

Sir JOSEPH WARD: A part of it.

Mr. DEAKIN: This is general, and relates to the United Kingdom and the Colonies.

Sir JOSEPH WARD: We had a considerable amount of discussion at the Navigation Conference upon the very wide and difficult subject of controlling ships after leaving England, and before coming into our waters. We came to the conclusion that we could not interfere in any way whatever. We went on to suggest in the resolution there, which will come up for consideration of the various Governments later, and I think we all supported it, that such portions of the resolution passed there which either required legislation in our countries or elsewhere for bringing them into effect the respective Governments should take into consideration, with a view of giving effect to them. I am in most cordial agreement with Mr. Deakin in this, and support it very heartily upon the principle that we do not want to see injustice done to British shipping upon our coast when we have at least one great competitor, which has put into

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operation a very extended interpretation of coastwise law, which does not allow our ships to engage in trade on the Pacific Ocean from Honolulu to San Francisco. We are all the more anxious to see the system, so far as it can be put into operation, generally applied to any other portions of the Empire.

Mr. LLOYD GEORGE: The only part of the resolution which really comes within the purview of the Imperial Conference is that which deals with the trade between the Mother Country and its Colonies and Possessions and between one Colony and Possessions and another. The question of our coasting trade is a matter entirely for the British Parliament. Now I will just put the two or three considerations which occur to us which tend to make it unadvisable in my judgment that we should accept this resolution. It looks at first sight very simple and clear, with nothing but advantage to us, but on detailed consideration it will be seen to be otherwise.

Mr. DEAKIN: The resolution only says that it is desirable that the attention of the British Government and the Colonies should be called to the matter.

Mr. LLOYD GEORGE: "And to the advisability of refusing the privileges of coastwise trade."

Mr. DEAKIN: Yes, to call attention to the advisability.

Mr. LLOYD GEORGE: It really means a recommendation, if it means anything at all, because, I take it, our attention has been called to it by the Imperial Conference in 1902. The suggestion contained in the resolution would certainly not meet with approval on our part —namely, that we should close our inter-Imperial trade to the vessels of foreign countries which deny similar privileges to us. I will give the reasons why I do not think it is advisable that we should, at any rate at the present moment, challenge these countries on this particular point. It will be found on detailed consideration that the matter is not quite so simple as it looks, and that, in fact, these proposals, framed undoubtedly in the interest of British ships and British trade, involve a great complication of difficulties, which may well make us pause before we give our assent to them. It is convenient, in the first place, to discuss this proposal on its merits, quite apart from any complication introduced by treaty engagements or the limits of legislative power. The object is either to exclude foreign ships from our coasting or inter-Imperial trade, or by the threat thereof to put pressure on foreign governments to admit British ships to the corresponding trade in their dominions. In either case the object is to benefit British shipping. It could have no other beneficial result. On the contrary, the exclusion of foreign ships or any class of them from the right to carry goods between the United Kingdom and a British Colony, or between the Colonies themselves, must, if effective, tend *pro tanto* to handicap the buyers and sellers of those goods, by restricting their choice of transport facilities and probably raising the cost of carriage. The Australian exporter of wool and meat would hardly wish to be restricted to British ships to carry his goods to the United Kingdom in competition with the Argentine exporter of wool and meat, who could select British or foreign ships as best suited his purpose. Moreover, if goods can only travel direct between different parts of the Empire in British ships, while goods from foreign countries may travel either by British or foreign ships, a positive advantage is given to trade between the Empire and for-

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eign countries as compared with trade within the Empire. If merchandise can be sent from Hamburg to Australia in ships of any nationality, but from London only in British ships, the result would hardly tend to benefit the port of London in its competition with Hamburg, or to maintain the entrepôt trade of the United Kingdom. Unless these disadvantages to the trader are compensated for in some way, the proposed reservation would operate as a discrimination adverse to direct trade within the Empire. If, nevertheless, the proposal is advantageous, it can only be because of the benefit to be conferred on British shipping. But is this benefit certain? If confined, as proposed in the resolution, to the exclusion of vessels of countries which do not give reciprocity, it will produce but little practical result. The great bulk of the foreign shipping which actually engages in our inter-Imperial trade is Norwegian or German, and neither of these countries exclude us from their coasting or inter-Imperial trade. The only countries whose vessels would be excluded under the resolution are those of Russia and the United States, whose participation in our inter-Imperial trade is at present negligible.

Mr. DEAKIN: Do not the Germans give some special advantages to the trade with their Colonies?

Mr. LLOYD GEORGE: No.

Mr. DEAKIN: Not as regards shipping?

Mr. LLOYD GEORGE: No, none.

Mr. DEAKIN: They tried to in the Marshall Islands. They shut us out and a vessel of ours had to go back twice because they were not allowed to trade in the Marshall Islands. The question of compensation for that is now under consideration.

Sir WILFRID LAURIER: Surely it was illegal?

Mr. LLOYD GEORGE: That was a question of duties I understand.

Mr. DEAKIN: A question of payment for the privilege of trading at all, a question of heavy duties, and also restrictions as to the cargo they could obtain. It was a deliberate attempt to throttle trade, which succeeded to the extent that a vessel was driven back twice at the cost of many thousands pounds of trade. The Captain offered to pay the exceptional fee in order to be permitted to trade, and then was blocked again. It is a very strong case indeed.

Mr. LLOYD GEORGE: I know the coasting trade of Germany is open to us.

Mr. DEAKIN: They have not any coasting trade, to begin with, worth speaking of.

Mr. LLOYD GEORGE: I am only dealing with your resolution which does not propose to hit a country which extends the same opportunities to us for what they are worth. The trade between Germany and her colonies is just as open to us as to German vessels. About the Marshall Islands I do not know. I am told that they have admitted they were wrong in that case and have set it right.

Mr. DEAKIN: But have paid no compensation yet.

Mr. F. R. MOOR: What is the position with regard to French regulations?

Mr. LLOYD GEORGE: France reserves its trade to Algeria,

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which is not, properly speaking, a colony, because, I believe, it has representation in the French Parliament. It is treated almost as if it were a French Department.

Mr. DEAKIN: They treat all their Colonies nominally as Departments.

Mr. LLOYD GEORGE: Not their oversea possessions, such as Madagascar, Senegal, and Tonquin. There we can trade without any restriction at all.

Sir JAMES MACKAY: And Pondicherry.

Mr. LLOYD GEORGE: Yes.

Mr. DEAKIN: They give tariff advantages to their goods in their own Colonies, and also subsidies.

Mr. LLOYD GEORGE: That is another point. It has hit French shipping much more than it has hit us. The whole system has been a ghastly failure, and the result is, that even Germany is now beating French shipping, although Germany has hardly any coast and consequently few sailors. France has native sailors, especially in some parts of her coast, and there is no reason why she should not be second to us, except for her very protective policy.

Mr. DEAKIN: I do not think that policy has anything to do with it.

Mr. LLOYD GEORGE: Of the total tonnage entered and cleared with cargoes at United Kingdom ports in trade with our Colonies and Possessions in 1906, only one-third per cent. was Russian, and none American. So it would hardly hit America.

Mr. DEAKIN: Do you say we have no trade in American ships?

Mr. LLOYD GEORGE: None. Of the total tonnage entered and cleared with cargoes in the United Kingdom in trade with our Colonies and Possessions in 1906, none were American.

Mr. DEAKIN: We have American boats plying on our coast.

Mr. LLOYD GEORGE: I suppose they buy something from you. You would not like to turn them out.

Mr. DEAKIN: You said we had none.

Mr. LLOYD GEORGE: None at the United Kingdom ports.

Mr. DEAKIN: There are some with us.

Mr. LLOYD GEORGE: Limited in this way, the proposal could confer little practical benefit. If the principle be extended further it is likely to expose our shipping to reprisals. This is what I want to impress upon the Conference more especially. We have nearly half the merchant shipping of the world, and it is to our advantage to keep open every trade to that shipping so far as possible. If we reserve certain valuable trades to our flag, other countries will probably follow suit. But they will probably do more than this, and will look about to find other means of combating or counteracting our action either by increased subsidies to their own shipping or by some other steps. Moreover, it is to be remembered that the foreign ship which we should exclude from this particular trade will not be destroyed; they will continue to trade, and will probably compete for freight more keenly than ever in the foreign trade which is still open to them. This foreign trade largely exceeds the Colo-

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nial trade in magnitude, and it is quite possible, therefore, that we might lose at least as much as we gained by excluding these vessels from our Colonial trade. That is exactly what happens in France. They exclude us from their coasting trade, with the result that we enter more keenly into the international trade. This argument refers chiefly to inter-Imperial Trade. The reservation or opening of the coasting trade proper of each part of the Empire is (subject to treaty provisions) a matter for local concern, as I have already pointed out. The matter may be illustrated by one or two figures. I find that the total entrances and clearances of British shipping throughout the world do not fall far short of 250,000,000 tons per annum. The total tonnage of foreign ships entered and cleared in British inter-Imperial trade is less than five million tons. This represents the maximum extension of our shipping trade that might conceivably be brought about by a scheme of reserving trade to British ships. Owing to the vastness of our Mercantile Marine in every part of the world the tonnage exposed to possible reprisals or to increased competition through subsidies and in other ways would be many times as great. It is evident that a country so situated must necessarily look upon proposals such as that made by Australia in a very different light from that in which they may appear to the point of view of Australia, whose foreign-going shipping is relatively very small. As I have already stated, we have half the merchant shipping of the world. Looking at the entrances and clearances of ships of various nationalities in British and foreign ports, I take, first of all, the United States of America, which is one of the countries which would be hit by this resolution, and I note that over 25,000,000 tons of British shipping entered and cleared in 1905 in the United States ports, while less than one and a half million tons of American vessels entered and cleared in our ports. There were 15,500,000 tons of British shipping in French ports compared with 3,000,000 tons of French shipping in United Kingdom ports. Take Russia. The British ships in Russian ports came to 8⅛ million tons; the Russian ships in British ports came to 1⅛ million tons. There were nearly 12,000,000 tons of British shipping in Italian ports compared with less than 950,000 tons of Italian shipping in the United Kingdom ports. Even in the case of Germany, the British shipping at German ports is in excess of German shipping at British ports—10½ million tons as against 8¾ million tons—but of this 8¾ million tons of German shipping, 4 million tons were simply in ballast, while of the 10½ million tons of British shipping, 3 million tons were in ballast; so that, as far as cargoes were concerned, we were in the proportion of five to three. These figures have only to be mentioned, for us to see at once how vulnerable our merchant shipping is. This is not said to disparage the value of the suggestions for the encouragement of British shipping, but to illustrate the special difficulties of our position as compared with that of the Colonies. There are methods by which the Colonies, or some of them, could give a very direct impetus to British shipping if they desired to do so—if, for instance, they were to relax some of their restrictions upon British ships which desire to enter into the coasting business in Australia, more especially. As a matter of fact, in the last few years those conditions have been made very onerous; so onerous that they will drive British ships out of the Australian trade altogether.

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Mr. DEAKIN: You are not speaking about what has been done in Australia because we have no law yet.

Mr. LLOYD GEORGE: I beg your pardon; I mean what is proposed to be done, because Sir William Lyne, at the Navigation Conference, said he proposed some extraordinarily stringent regulations. He read them out, and I am sure the effect will be to drive British shipping almost entirely out of the Australian trade.

Mr. DEAKIN: They were to provide for equality in wages and conditions of employment.

Mr. LLOYD GEORGE: Yes, but not merely that; they involved structural alterations of British ships. They would be prohibitive.

Mr. DEAKIN: Better accommodation for the men?

Mr. LLOYD GEORGE: Well, we have done that ourselves, and are in advance of every country in the world in that respect. If you superimpose absolutely fresh conditions in Australia, the result will be that our own conditions will be quite nugatory, and ships which can enter and do trade in every other part of the world, except Russia and the United States of America, will not be allowed to enter the Australian coastwise trade. In fact, Australia will hit us harder than even France in that respect. If Australia wants to help British shipping, far and away the most effective way would be to treat us a little more generously in the matter of merchant shipping legislation. I am bound to say that, because the resolution comes from Australia.

Mr. DEAKIN: Quite right, and I think there will be every desire to do it. The only question is how far we can do that consistently with maintaining the standard, as we propose it, for our own shipping owned in Australia, or at all events running entirely in Australian waters. We shall fix a certain standard which will be, or believed to be, fair and just, and require them to live up to it. Having done that, how can we destroy their whole trade to others by omitting those others from the same obligations?

Mr. LLOYD GEORGE: I am not complaining so much about the vessels which trade exclusively along your coast. I agree there is a good deal of reason in what you say now, that if you impose these very heavy regulations upon your own ships, you have a right to demand that British ships should also conform, otherwise they would enter into your coastwise trade under conditions which would handicap your own shipping. But take a case of this sort, take a great liner proceeding from this country to Australia. She calls, say at Fremantle; she picks up a couple of passengers who find out that that particular liner is much more convenient and perhaps more comfortable than the boats that may be trading between Fremantle and Sydney, and they say: "We will go on from Fremantle to Sydney in that British ship, which happens to sail at the very time we want to proceed." According to your new proposals, as interpreted by Sir William Lyne, the moment a ship picks up even a couple of passengers, every regulation of your coasting trade will apply. She will have to put on the same number of stewards, the same number of hands, as your ships must in your coasting trade. Not merely that, but supposing that there is not the same kind of accommodation which you demand on your own ships, the whole structure of this big liner has to be altered, because a couple of passengers are picked

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up at Fremantle and dropped at Sydney, for the convenience of the Australian people. That, I consider, is a far worse sort of regulation that you impose upon us, than anything we have to contend with in any foreign part of the world.

Mr. DEAKIN: As a matter of fact, the recommendations of our own Commission exempt the voyage from Fremantle to Adelaide.

Mr. LLOYD GEORGE: Perhaps I have taken the wrong port. I hear there is something about a railway from Fremantle, and ships are to be exempt until the railway is made. But take any other port. If a liner calls at any Australian port and picks up a couple of passengers and drops them at another Australian port—I need not necessarily take Fremantle—the whole of those obligations which are most onerous and ruinous to British ships, will apply, and the result will be that they will be driven altogether out of the Australian trade.

Mr. DEAKIN: The coastwise trade.

Mr. LLOYD GEORGE: The only thing we got passed at the Conference after some difficulty, was that the same obligation should be imposed upon foreign ships. Before you give us preference, you had better start by giving us equality.

Mr. DEAKIN: But do you understand that the Report of the Commission was to that effect? My recollection is that a distinction was to be drawn between British and foreign ships.

Mr. LLOYD GEORGE: I am very doubtful how you can impose this restriction upon foreign ships. International obligations may prevent you imposing it on foreign ships; and at any rate, you should give us the advantage of international amenities for our own ships. We ask you to treat us as a foreign nation, at any rate.

Mr. DEAKIN: I think you will find your ships much better treated than foreign ships.

Mr. LLOYD GEORGE: Do not drive us out because we are British. That is all we ask.

Mr. DEAKIN: You are entitled to ask anything you like, whether relevant to the actual facts or not. So far as I am aware, the Reports of the Commission have recommended a distinction between British and foreign ships. So your suggestions do not fit in with the facts.

Mr. LLOYD GEORGE: We were at the Navigation Conference. We had all the big steamship lines represented. They were exceedingly alarmed by this interpretation which was placed upon the proposals, and I do not think it was challenged. We had the labour people there who are dominant in the situation, and they said, "If we cannot impose these regulations on foreign ships, we can do it on British ships at any rate."

Mr. DEAKIN: We had a Commission which sat and reported—not the Government but only a Commission—and its proposal was, I think, to give British ships an advantage. It will be ours.

Mr. LLOYD GEORGE: I am very glad to hear this, and I am glad of this discussion if it has only elicited that, which we failed to elicit at the Shipping Conference.

Mr. DEAKIN: When you are referring to Australia and ships being excluded, you mean in every instance from the coastwise trade and that alone?

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Mr. LLOYD GEORGE: No, the instance I gave was that of a big liner proceeding with a cargo.

Mr. DEAKIN: That is Australian coastwise trade. You pick it up at one port and drop it at another. The liner also carries goods from outside Australia and your words might be read to cover that trade as well.

Mr. LLOYD GEORGE: No, I still press that, because it is very important. Our shipowners asked you, if you wanted to insist upon these coastwise obligations being imposed on British ships, that you should confine them at any rate to the cargo that was picked up. Take for instance, a couple of passengers picked up; if you want to impose your own regulations in respect of those two passengers, by all means do it, but if you insist that the whole ship should be altered and hundreds of other passengers affected by your laws so that they suddenly find themselves within the coastal regulations because of picking up a minimum cargo of this sort, I must say that such a requirement is perfectly oppressive. I am glad to have the opportunity of saying so in the presence of Mr. Deakin who will have a dominant voice, no doubt, in treating us fairly, or otherwise, when this Bill comes before the Australian Parliament.

Mr. DEAKIN: May I point out again, that even if your statements were true, it does not in the least meet the point I was taking. Your complaint only relates to coastwise trade, in this case the carriage of the two supposititious passengers who are to be picked up in the Commonwealth and afterwards landed within its borders. That is the only trade affected. Therefore that is coastwise trade. The qualification that needs to go in, with all your statement as to "Australian" trade, must be "Australian coastwise trade." The restrictions if imposed would not affect in the least your trade from any part of the world to Australia or from Australia to any other part of the world.

Mr. LLOYD GEORGE: It is not a verbal qualification.

Sir WILFRID LAURIER: Is coastwise trade a necessary corollary to British Trade with Australia?

Mr. DEAKIN: No, that is quite separate.

Mr. LLOYD GEORGE: I should have thought it was. I am told by these great liners that it will make a difference of scores of thousands of pounds, and they have to run things very near in competition with Germany and other countries now. It is a hard struggle. It will make a difference of scores of thousands of pounds to them if they are driven out of this trade.

Mr. DEAKIN: This coastwise trade?

Mr. LLOYD GEORGE: I do not think it is a purely verbal matter.

Mr. DEAKIN: But you have used the words "Australian trade" a number of times, and when you come to look at the report presented, you will see, that to make your meaning quite clear, it is necessary to put in the word "coastwise."

Mr. LLOYD GEORGE: No, I still say, what I object to, in so far as I have any right at all—or rather, what I criticise, is not that you should impose any obligation you like upon British or any other ships that are exclusively engaged in your coasting trade, but that

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purely because these great oversea liners pick up, may be, a ton of cargo or one or two passengers at one of your ports, and deposit them at the next, all these very onerous obligations should be imposed on the whole ship.

Mr. DEAKIN: Whatever those obligations are, even accepting your statement, they are only imposed if you engage in coastwise trade. That is my point—the beginning and end of it. They are not imposed at all if you do not engage in coastwise trade.

Mr. LLOYD GEORGE: I agree—if you do not carry these passengers, very well, you can go on. But that trade is precisely what enables the British liner to deal with Australia at all upon the terms upon which it is dealing. It could not do it if it were not that it gets a little trade like that on the coast—an occasional passenger, or it may be a ton or two of cargo. Naturally passengers in Australia prefer going in a big liner of that sort to going in a small vessel engaged between one port and another. As the result of the Bill as it stands, which it is proposed to introduce into the Commonwealth Parliament, the British liner will be driven out of that trade, and will have to reconsider the whole of its position. When we are discussing the question of increased facilities and subsidies in order to improve transport, I would say that a far more effective thing than subsidies would be to treat these ships fairly in this matter. The proposed conditions are quite prohibitive.

Mr. DEAKIN: They might be, if we adopt such conditions. It is, of course, possible to push those conditions to a prohibitive point, but the Government Bill has not yet been drafted. The only Bill you have seen is a Bill prepared by a Commission, two of whose members were associated with my colleague, Sir William Lyne, at your Conference. The Government has yet to consider its own proposals in that regard. I am at a disadvantage in the unexpected absence of my colleague who would have taken up the whole of this question.

Mr. LLOYD GEORGE: I wish he had been here.

Mr. DEAKIN: He has the whole subject at his fingers' ends, not only because it is his department and not mine, but because he has been a member of the Imperial Commission here last month at which this question has been exhaustively discussed, while I have to go back to our local commission and what it proposed some time ago. Our Government has proposed nothing.

Mr. LLOYD GEORGE: Sir William Lyne's attitude was rather militant against our ships.

Mr. DEAKIN: No doubt Sir William Lyne would make the best case he could.

Dr. JAMESON: I do not like it used as an argument against the whole question of preference, but I do hope Australia, in the person of Mr. Deakin, will consider what Mr. Lloyd George has said, because it is very interesting for the first time to have a preference asked for by the Imperial Government from a Colony on those lines.

Mr. DEAKIN: It is very hard to resist that.

Mr. LLOYD GEORGE: As I put it, before you proceed with preference, I think you had better start with equality—and we have not had that yet.

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Mr. DEAKIN: We first start with equality and hope for something better—preference.

Mr. LLOYD GEORGE: We will found preference on equality.

Mr. DEAKIN: When I have the opportunity of putting the case to the Commonwealth Parliament in favour of a distinct discrimination on behalf of British shipping, I shall be able to mention how you, with tears in your voice, pleaded for preference.

Mr. LLOYD GEORGE: I thought I would take the advantage of this opportunity of putting this to you.

Mr. DEAKIN: Certainly. I wish I had at hand more detailed knowledge.

Mr. LLOYD GEORGE: As regards the United Kingdom, the interests of British shipping are not thought to be prejudiced by the very small amount of foreign shipping which enters into our coasting trade. The tonnage of foreign vessels with cargoes in the United Kingdom coasting trade is less than 1 per cent. of the total—half a million tons out of a total of 65,000,000. Still less are our interests menaced by the few tons of shipping of the countries which exclude our ships from their own coasting trade (only one-eighth per cent. of the total). Apart altogether from the uestion of reservation, it is clear that the assimilation of our world-wide "inter-Imperial trade" to mere coasting trade, could not be effected without a considerable departure, not only from our own long-established practice, but also from the practice of other nations except, perhaps, Russia and the United States. The term "coasting" voyage, used in its natural sense, implies a voyage from one port to another in the same country without the vessel touching for purposes of trade at any intermediate port not belonging to that country, and if this definition be accepted as accurate, there would seem to be grave difficulties in the way of the extension of regulations affecting such voyages, involving, in many cases, calls at intermediate foreign ports.

Mr. DEAKIN: That would apply to the request about the Pacific Islands being treated as coastwise trade in Australia.

Mr. LLOYD GEORGE: Are you going to bring that before the Conference?

Mr. DEAKIN: I understand that was referred from your Conference to us?

Mr. LLOYD GEORGE: I had to rule that out at the Shipping Conference. Surely, the question of the Pacific is one for the whole Empire to discuss, because Canada would be just as much interested as Australia would be in the Pacific. I felt that we could not, especially in the absence of the Canadian representative, discuss the question of the Pacific.

Passing from general considerations to methods of action, it is clear that the only method of closing the inter-Imperial trade to foreign vessels, or any class of them, is by Imperial legislation or Order in Council. It is needless to say that such a measure would attract great attention, and probably would be regarded as a sign of decadence and of fear on our part. Countries which reserve their trade are influenced by the fact that they cannot compete on equal terms with British shipping. Every country trying to overtake us in the race will be proportionately encouraged to greater exertions

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by a step suggesting that we cannot hold our own against them on equal terms.

Lastly, the purely treaty difficulty is not to be lightly set aside. The magnitude and nature of this difficulty differs much according to whether the proposed reservation is intended to apply to the inter-Imperial carrying trade in both directions, or only to the outward trade from the United Kingdom to the Colonies, and to trade between the Colonies. If extended to inward trade from the Colonies to the United Kingdom—as I understand it is—the exclusion of foreign ships generally would raise questions in connection with a number of important treaties, some of which it is in the highest degree to our interest to maintain. If confined to outward trade to particular Colonies, the question depends upon the treaties which happen to bind the particular Colonies in question. Of course, if the exclusion be confined to the countries (United States and Russia) which exclude us, there is no treaty obstacle to the reservation of inter-Imperial trade, but neither does there seem to be any material advantage in such a course. I am going to put in a memorandum—I need not trouble the Conference by reading it—as to (i) the participation of foreign vessels in our inter-Imperial and coasting trades; (ii) the practice of foreign countries with respect to reserving or opening their inter-Imperial or coasting trades; and (iii) the treaty position. It has been circulated.

That is all I have to say.

Sir WILFRID LAURIER: This shows the great difficulty there is in having a uniform policy for the Empire so far as questions have been brought up at the Conference. As I understand your remark, Mr. Lloyd George, the resolution as drafted and submitted by Mr. Deakin to be re-affirmed, which was passed in 1902, affects only two nations—Russia and the United States.

Mr. LLOYD GEORGE: That is so.

Sir WILFRID LAURIER: You say you have no competition with the United States in that branch of business.

Mr. LLOYD GEORGE: None.

Sir WILFRID LAURIER: And very little with Russia. Therefore it does not affect you at all.

Mr. LLOYD GEORGE: No.

Sir WILFRID LAURIER: But it affects us tremendously on the Pacific Ocean. Mr. Deakin, representing Australia, and Sir Joseph Ward representing New Zealand, and I representing Canada, are very much hit by it. You have not competition with America but we have. The competition is very unfair. If the Americans choose to exclude us from their coasting trade, which is supposed to be generally a matter pertaining to the shipping of any nation, I do not think we should have much to say, but the Americans have extended their coasting law in a manner which seems to be absolutely unprecedented, if not trespassing upon international law, by extending coasting law to Honolulu. It places us at a tremendous disadvantage that shipping from Australia to San Francisco cannot call at Honolulu. A ship leaving Vancouver for Australia or New Zealand cannot call at Honolulu. It is a very serious impediment to our shipping. We have had to submit to it. We could not avoid it.

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Mr. LLOYD GEORGE : Why ?

Sir WILFRID LAURIER : Because we have had ships which traded between Australia and the United Kingdom which want to call at Honolulu, and they cannot do it now. There is the difficulty.

Mr. LLOYD GEORGE: Have you attempted to legislate at all?

Sir WILFRID LAURIER: What legislation can we do? We can only say: "We will do the same thing to you." We have offered again and again to reciprocate with the United States in the exchange of coastwise trade. We have a large coasting trade between Canada and the United States on the lakes. It would be to their advantage and our advantage to have coasting trade, because there is so much shipping on these lakes, and it is getting more and more voluminous every year, as everyone knows. It is a serious impediment on our shipping, but the United States have absolutely refused. So far as that goes they are within their rights, but when they go beyond their natural rights, and apply those to a country like Honolulu and to the Philippines also as part of the coast of the United States, although 1,000 miles away, that is most unfair treatment. At all events, it seems to me an abuse of the powers of legislation, and therefore the question is one of great interest to us. I can see the force of what you now tell us. It would expose us to retaliation and hurt our shipping, so the question is one that requires very serious consideration.

Mr. LLOYD GEORGE: But we cannot hit them. That is our trouble.

Sir WILFRID LAURIER: But we can, and we do not want to, or we would and perhaps we cannot. That is the difference. This resolution does not go very far. It does not bind you to anything. It simply asks for further consideration on the subject, and I think it worth consideration.

Mr. LLOYD GEORGE: As far as the Mother Country is concerned, we cannot possibly object to what Sir Wilfrid Laurier suggests now, if the resolution is to relate only to the Colonies.

Sir WILFRID LAURIER: I see the force of your objection, and you see the force of ours.

Mr. LLOYD GEORGE: I agree; if I were a Canadian I would hit them if I could.

Sir WILFRID LAURIER: We intend to, if we can. We ask you not to bind yourself to the resolution, but simply to inquire into the question. The question has never been properly looked into, but only superficially. It rests on international as well as other law, and I simply ask that the resolution be re-affirmed for further inquiry and nothing else. I would not ask the Conference to pledge itself to any definite action, but I think we are right in asking for the resolution to be re-affirmed for the purpose of going deeper into the subject. The conflict of interests between the British interest and that of the Dependencies on the Pacific Ocean is one which ought to be looked into, and I think under such circumstances the resolution ought to be re-affirmed.

Sir JOSEPH WARD: It would be just as reasonable if the British Government were to lay it down as a principle that Mauritius was to be looked upon as part of the coast of England, as what

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America has been doing to us and to England as well in the matter of Honolulu. We cannot trade between New Zealand and San Francisco with our steamers for the reason that the American law extending to Honolulu is, that not a passenger on that island can be shipped by one of our steamers, and not a ton of cargo. Yet that place is some four days' steam from San Francisco out in the Pacific Ocean. When we submitted a resolution at the Conference over which Mr. Lloyd George presided to discuss the propriety of dealing with our New Zealand shipping to a number of islands in the Pacific, we are told that we cannot control them and that foreigners and everybody else can do as they like there. As a general principle, we do not take exception to that. We want the right to govern our own ships as to pay and everything; but when we go to a place on the road to England, under the laws of America, extending thousands of miles from the coast of the mainland, we are obliged to travel in an American ship only, and not have one of our ships under contract with them. This resolution, to my mind, is most important. That whole aspect of it comes under the scope of it and is deserving of great consideration at the hands of the British Government.

Mr. LLOYD GEORGE: You want us to consider the question of refusing to foreign ships the privilege of trading between British Possessions. It is of no use our considering it. We have considered it over and over again. We could not hit Russia or the United States.

Sir JOSEPH WARD: I will put a question, but I do not suppose you can answer it; it gives the clearest illustration of what has been done to us. If a law were submitted from our country about it, it would necessarily require to be held over before the King's consent could be given. If we were to suggest the imposing of a law in New Zealand passing on to Australian ports was to be considered, between Auckland and Sydney, as working in a coastwise trade and not allowed to ship a passenger or a ton of cargo from Auckland to Sydney—1,200 miles—and that trade was confined to British ships, you would have to hold that law over because it would be in contravention of what has hitherto prevailed. Yet what we complain of and made representations about time and again are in somewhat the same position. A British ship, a P. and O., an Orient, Union New Zealand line, New Zealand Shipping Company or Australian vessel, cannnot trade from America, and call at Honolulu, en route to New Zealand and take a passenger or a ton of cargo for the reason that it is controlled under the American coastwise law. There must be some way of reciprocity to prevent it. It is grossly unjust. It seems to me it is a straining of the idea of what coastwise trade is to such an extent as almost to make us believe we are living in the Dark Ages. It has never been done in the world before, and now, it is extended to the Philippines and we feel it very keenly.

Sir WILLIAM LYNE: Did not they seize one vessel on one occasion?

Mr. LLOYD GEORGE: You might require Imperial legislation for that. I should not like to express an opinion.

Sir WILFRID LAURIER: All this is new to you, I am sure.

Mr. LLOYD GEORGE: Yes.

Sir WILFRID LAURIER: It shows the necessity of giving it

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more attention and more study. I am not prepared myself to say what should be done, but it is a new condition of things which has developed, and which ought to be looked into, because it is interfering with us very seriously; and with all due respect to the Americans, for whom we have a great admiration and with whom we are very friendly, they are intensely selfish in their application of their law. We want to affirm this resolution for further investigation.

Mr. LLOYD GEORGE: I agree with you on the question of trade between Canada and New Zealand. I confess the facts which you have given me now, and the facts which Sir Joseph Ward has given, deserve close attention. I could not pretend that this question of coasting trade is new to me, and certainly it is not new to the department over which I preside, as they have gone into it over and over again. So far as the Mother Country is concerned, we have gone into it very carefully. I think it would be misleading if we said we would consider that question further, as if we had not considered it. Sir Wilfrid Laurier wants to consider the question of the trade between one Colony and another.

Sir WILFRID LAURIER: Between British countries.

Mr. LLOYD GEORGE: If you leave out trade between the Mother Country and the Colonies, and simply say coastwise trade between one Colony or British possession and another, that is where you seem to be hit. We here are not hit at all. The balance of advantage is enormously on our side. To pretend to look into a transaction which is so enormously in our own favour as if it were a grievance would be misleading. I agree that you are very hard hit as between Canada and New Zealand and Australia.

Mr. DEAKIN: Is it only when you have an immediate grievance that enquiry is justified or necessary? Ought there not be a certain amount of protective preparation? Is not the fact that you are considering the various devices by which various nations endeavour to foster their own trade at your expense, a useful thing to be known? Should we not show that at all events you are following these things with close attention. You are not of opinion at present that they do you any substantial injury, but a proposition may be launched within the next month or two which would do substantial injury. Are you prejudiced in any way by inquiry? Are you not justified in letting it be known that your attention has been directed to this danger by the representatives of the Dominions beyond the Seas?

Mr. LLOYD GEORGE: But I do not want to alarm the shipping industry here. The balance is enormously in their favour. They do not want to call too much attention to it.

Mr. DEAKIN: This resolution has stood since 1902 without occasioning any alarm.

Mr. LLOYD GEORGE: I agree, as between one British possession and another there is a case; but there is no case to look into so far as our shipping trade with America is concerned. The advantage is overwhelmingly on one side. The same thing applies to Russia.

Sir WILFRID LAURIER: If this is an Imperial Conference, as we believe it is, questions have to be looked into, not only from the point of view of the United Kingdom, but all its Possessions. It does not affect you so far as the United Kingdom is concerned, but

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it affects us. We are part of the British Empire, and it seems to me, therefore, the question brought up justifies more inquiries, without at all alarming anybody. We say simply that it is desired to call attention to it.

Mr. LLOYD GEORGE: No, not quite.

(Sir Wilfrid Laurier.)

Sir WILFRID LAURIER: It is desirable that the attention of the Government of the United Kingdom and the Colonies should be called to the present state and to the advisability of refusing——

Mr. LLOYD GEORGE: No, really, it would be very misleading. I am sure you will take it that, on the whole, we are the best judges of what the effect would be upon people here, how they would read it to-morrow morning, and would say: "They are going to consider the question of reserving the coasting trades to themselves." We know the danger of that from the American point of view, where the balance of advantage is so enormously in our favour at present. The same thing with regard to Russia. But I do not mind you saying that you are going to look into the question of the way America is treating New Zealand or Australian shipping, because there you have a distinct grievance, and I think you ought to look into it. If I may say so, and I think the Chairman agrees, it could only be dealt with by Imperial legislation. Therefore it is for you to look into it.

Sir JAMES MACKAY: The same applies to the trade from Japan across to San Francisco, which is carried on by British ships. They are not allowed to take a passenger from Honolulu to San Francisco, or a ton of cargo—that is the case with the White Star Line, and other vessels.

Mr. LLOYD GEORGE: We cannot hit the Americans in our trade. They are not in our coasting trade at all.

Sir JOSEPH WARD: If you brought down a proposition to-morrow (which would be a little startling, I admit) to say that the trade between Ireland and England was coastwise trade, and that no American ship could take a passenger or a ton of cargo to or from Ireland either going or coming, you would be putting American ships in the same position as New Zealand and Australian ships are in now with regard to trading between them and America viâ Honolulu or any of the Hawaiian Islands.

Mr. LLOYD GEORGE: It would be incredible that we should commit the folly of doing so. We are practically more than half the whole international trade of the United States of America. For us to do a thing of that sort would simply mean reprisals. I do not know how long it would take to carry a Bill through the House of Representatives and the Senate—I do not think so long as here, even under the guillotine—but there would be a Bill through in three weeks, a subsidies Bill, and we should have the trades of the Atlantic contested in competition which would be just as formidable as the American competition we had to meet in the fifties.

Sir JOSEPH WARD: I say at once it would be a very improper thing to do; I should be very sorry to see it done; but that is exactly what goes on so far as we are concerned in regard to Honolulu.

Mr. LLOYD GEORGE: I think Sir Joseph Ward, Sir Wilfrid Laurier, and Mr. Deakin have made a great case about that, but seeing that all the object you have in view is met by confining the

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resolution to an inquiry as to the trade between one British Colony and another, I think it would be misleading for us to subscribe to a resolution which looks really as if we were in favour of the principle of refusing the privileges of the coasting trade to foreign ships.

Sir WILFRID LAURIER: You are the best judge of that. This resolution, as Mr. Deakin says, has been in existence for five years, and it has not disturbed anybody.

Sir JOSEPH WARD: It would have a very undesirable effect, which I assume you would be the last one in the world to bring about, of practically reversing a proposal carried by a former Conference, whether generally adhered to or not, is another question. One colony, New Zealand, having introduced legislation to conform to it, to a large extent, if you refuse to re-affirm it now it looks like going back upon the 1902 resolution.

Mr. LLOYD GEORGE: The resolution was passed in 1902 and the Imperial Government have inquired and made up their minds. To say at the end of five years that they are going to inquire again, is rather puerile. You have dealt with the question as the result of the resolution, and Australia means to deal with it next year. For us it would be purely childish. We do not mean to deal with it. We mean to leave it alone. But here is a perfectly new point raised by Sir Wilfrid Laurier, and there I think we ought to inquire, but so far as the trade between the Mother Country and the Possessions is concerned, it would be quite misleading for us to say we had the slightest intention of dealing with it in the sense of reprisals against the United States and Russia, who are the only two countries involved. But you are raising a different point, and it would strengthen the resolution and show we mean business to confine it to that. We have inquired into the subject and come to the conclusion that we cannot do anything; but in our judgment something may be done with regard to inter-Colonial trade.

Sir WILLIAM LYNE: Would you suggest anything being done with regard to inter-Colonial trade?

Mr. LLOYD GEORGE: We are quite willing to look into that matter. It seems to me that there is a case. Of course it will have to be done at the request of the Colonial legislatures; but I believe there would have to be an Imperial Act to take power by Order in Council to exclude countries not giving fair treatment to Colonial shipping. It would have to be an Imperial measure. I suggest leaving out "between the Mother Country and its Colonies and Possessions," so that the sentence would read "including trade between "one Colony or Possession and another to countries in which the "corresponding trade is confined to ships of their own nationality." That is the real case you have to look into as far as I am aware.

Mr. DEAKIN: I stand by the resolution as it is.

Sir JOSEPH WARD: I do not think the alteration would be any use, with all deference to Mr. Lloyd George; because if you look at the resolution as altered, it means we have to look into the question as affecting shipping belonging to our own country.

Mr. LLOYD GEORGE: No.

Sir JOSEPH WARD: Pardon me, we are confined to our own waters, and we can do that now. We do not want a resolution of the Conference to do that.

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Mr. LLOYD GEORGE: No, this pledges us; it is not a pledge by you merely. I am not trying to get out of the pledge for the Imperial Government.

Dr. JAMESON: It is an inquiry with a view to action being taken between the Colonies.

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Mr. LLOYD GEORGE: The Imperial Government are to take action. It would be on the initiative of the Colonies. A Bill in Australia or New Zealand dealing with trade between the two countries would not have effect, and it would have to be done through the Imperial Parliament. This does pledge us to go into the matter.

CHAIRMAN: Can we come to a point of agreement? because the First Lord of the Admiralty is waiting.

Mr. F. R. MOOR: I think it rests with Mr. Lloyd George.

CHAIRMAN: The resolution was circulated, and it is proposed to omit the words "between the Mother Country and its Colonies and "possessions and . . ."

Mr. LLOYD GEORGE: Yes.

Dr. JAMESON: Is it worth while to cut out this? You say it has been inquired into, and the Imperial Government will not do anything. The Imperial Government can never know what circumstances may arise and what inquiry may be worth while. It does not commit the Government to anything. Why not leave it as it is?

Mr. LLOYD GEORGE: The word "advisability" makes all the difference. On the other hand, if you take that out, it would weaken the resolution so far as the inter-Colonial trade is concerned.

Sir WILFRID LAURIER: As far as we are concerned, I would have the resolution as it is or not at all. If the British Government cannot accept it, there is an end to it.

Sir JOSEPH WARD: That is my opinion also.

Mr. LLOYD GEORGE: I do not think we can possibly accept it.

CHAIRMAN: Is that your opinion Sir Robert?

Sir ROBERT BOND: Yes.

Mr. DEAKIN: I vote for the resolution as it is. Resolution X

Dr. JAMESON: Yes.

Mr. F. R. MOOR: I am guided by my colleagues. We are not directly interested, but I think those other Colonies know their minds, and I vote with them.

CHAIRMAN: Have you any opinion to offer, General Botha?

GENERAL BOTHA: No.

Mr. LLOYD GEORGE: There is no coast trade for the Transvaal. We cannot accept the resolution.

Mr. DEAKIN: We affirm it, and you dissent.

CHAIRMAN: Yes, we dissent.

REVISION OF COMMERCIAL TREATIES.

Revision of Commercial Treaties.

Mr. DEAKIN: I presume there is no objection to the next: "That "the Imperial Government be requested to prepare for the informa- "tion of Colonial Governments, statements showing the privileges "conferred, and the obligations imposed, on the Colonies by existing

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"commercial treaties, and that inquiries be instituted in connection "with the revision proposed in resolution No. V." You have presented most of this information.

Revision of Commercial Treaties. (Mr. Deakin.)

Mr. LLOYD GEORGE. Yes.

Mr. DEAKIN: I presume that will be carried.

Sir WILFRID LAURIER: That is a very proper thing.

Mr. LLOYD GEORGE: Would you mind explaining the last sentence of it?—"to ascertain how far it is possible to make those "obligations and benefits uniform throughout the Empire"?

Mr. DEAKIN: We quite recognise that in many cases there must be special treaties which will only affect parts of the Empire and not the whole of it. But surely it is desirable that these differences should be reduced to a minimum, and that, wherever possible, treaties should have sway if possible over the whole extent. In many cases they are relatively immaterial. Minor treaties are proposed to us, and we say no to them because we have no interest one way or the other; but if it was represented to us that the Commonwealth was the only place in the Empire which was not agreeing, no doubt for the sake of uniformity we should say: "Very well, we will fall in with it." It does not mean very much, but it clears the way by encouraging general action instead of partial action. It is not intended to go further.

Mr. LLOYD GEORGE: I do not see any objection to that.

Sir JOSEPH WARD: Nor I.

Sir WILFRID LAURIER: What is the meaning of resolution No. V.

Mr. DEAKIN: It is at the end of the one we have just had: "That the Imperial Government be requested to take the necessary "steps for the revision of any commercial treaties which prevent pre-"ferential treatment being accorded to British goods carried in "British ships." I did not move that at this stage, because I propose to refer to it very briefly in connection with the question of the treaties raised by the resolution of the Government of New Zealand.

Sir WILFRID LAURIER: Will you read it, and move it?

Mr. DEAKIN: I have only moved the resolution lower down: "That the Imperial Government be requested to prepare for the in-"formation of Colonial Governments, statements showing the privi-"leges conferred, and the obligations imposed, on the Colonies by "existing commercial treaties, and that inquiries be instituted in "connection with the revision proposed in resolution No. V., to ascer-"tain how far it is possible to make those obligations and benefits "uniform throughout the Empire."

Sir WILFRID LAURIER: You refer in that to resolution No. V. What is resolution No. V.?

Mr. DEAKIN: That would not stand yet.

Sir WILFRID LAURIER: We had better have that in blank.

Mr. LLOYD GEORGE: Yes, that goes out.

Resolution XI.

Mr. DEAKIN: Take out the words "with the revision proposed in "Resolution No. V." When that is done I think we should either bring up the part of resolution No. V. alluded to under the resolution

of the Government of New Zealand, or if Sir Joseph Ward prefers, I will move it now independently. Thirteenth Day. 8th May, 1907.

After further discussion in private, on resuming:

CHAIRMAN: Lord Tweedmouth is waiting to deal with Naval Defence, and this present discussion may last some time. Revision of Commercial Treaties.

Sir JOSEPH WARD: I think it would be better to postpone this, and hear Lord Tweedmouth now. (Mr. Deakin.)

Mr. DEAKIN: Certainly.

NAVAL DEFENCE. Naval Defence

CHAIRMAN: I understand that different members of the Conference have had interviews with the Admiralty, and the First Lord is now prepared to state to the Conference the result of those interviews and try to get your decision on the whole subject.

Lord TWEEDMOUTH: Lord Elgin and gentlemen, since we last met I have had the opportunity of having conversation with various of the Prime Ministers, and also with their colleagues, and they have had some conferences with some of my colleagues at the Admiralty also. I do not know that I have any very definite plan to propose to you. I can only repeat what I said before, that at the Admiralty we are most anxious to meet the wishes of the various Colonies. But, of course, the real difficulty is that the position varies in the different Colonies and they have very different wants.

The basis that I think we want to go upon is in the first place to acknowledge that it is perfectly impossible in modern warfare to improvise defence; we must have it ready. That is the case with the army, no doubt; but it is still more so in any naval operations, because you require to have the ships, and you require to have the men and officers, who have to undergo a long and severe training.

Now the situation, it seems to me, is this. I will take a colony separately, or I will take Australia and New Zealand together, because the agreement with New Zealand and with Australia is a tripartite one—New Zealand, Australia and ourselves. We all hang together in the existing agreement, and all are mutually bound. Australia now gives a sum to the Admiralty of 200,000*l.* under certain conditions, and New Zealand gives 40,000*l.* The Cape Colony gives 50,000*l.*, Natal 35,000*l.*, and Newfoundland 3,000*l.*

As I understand, Australia puts forward a proposal that the agreement of 1902 should be ended, and that Australia should start something in the way of a local defence force. I do not know how far New Zealand concurs in that suggestion. Sir Joseph Ward asked for some information on the subject, and he had some talk at the Admiralty about it. He asked that some information might be given to him with regard to the cost of such a local defence, which in effect was to be founded on the establishment of a force of submarines. I do not know what is Sir Joseph's view, but I think it is rather important I should know the exact position he takes up if he adopts the idea of the possible establishment of a submarine service. I think, shortly, it may be stated that each submarine would probably cost about 50,000*l.* capital expenditure for building, and probably each submarine might cost about 8,000*l.* to keep going every year—I mean, to pay the men and keep in repair, maintain the necessary appliances,

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and so forth. Then comes a question as to the manning of a submarine, because that is a very important matter. The submarine men must be very highly trained. I think there would be two ways of meeting that. One would be by sending the men over to this country and getting them trained here, and probably the training might be done in a year. I think it would certainly take a year before the men would be competent to do the duties required of them in a submarine. Or it might be done in another way. Provided the flotilla were large enough, we could send a crew, or more than a crew, out to the Colony which would be able to train men belonging to the particular Colony in the work they had to do.

Then comes the question of South Africa. There, again, I believe the idea of submarines is not altogether opposed to the opinion of the South African representatives, and I believe that the establishment of a flotilla of submarines by degrees would be favourably considered, at any rate in Cape Colony; I do not know what Mr. Moor would say with regard to Natal. As I understand, the South African Colonies as a whole like to have some definite force of their own, either a submarine flotilla, or help with regard to their naval volunteers at Cape Town, Port Elizabeth and in Natal. Again we should be very glad to give some help with regard to that.

I ought to have said first, that so far as concerns the flag under which the submarines would sail, probably they would fly the white ensign but with a special mark on the flag—say the Southern Cross for Australia.

Mr. DEAKIN: We have the Union Jack with the Southern Cross besides.

Lord TWEEDMOUTH: That is the sort of proposal to which we should be prepared to agree supposing that particular plan were adopted.

I do not think I need say anything with regard to Newfoundland. I understand that the Newfoundland view is that the present system should be maintained. The Government of Newfoundland would be very glad if a greater number of men were added to the Naval Reserve in Newfoundland, and they would be ready to give some further help in addition to the present 3,000*l.* which is paid by Newfoundland.

Sir ROBERT BOND: Upon precisely the same basis—yes.

Lord TWEEDMOUTH: Yes, upon the same basis. With regard to Canada, I think I may say there has perhaps been some exaggeration in the idea that Canada does not do anything for the Empire in this matter. I think not sufficient account has been taken of the work they have done in taking up the protection of fisheries. They are very anxious to extend that work, and they have now taken over the dockyards at Halifax and Esquimalt, which I hope the Dominion will keep up and improve. I think that is a very considerable contribution towards the general upkeep of our naval interests. There is at present no proposition from Canada to make any change at all, but I think it is proposed that matters shall go on very much as they have gone on, except that the Canadian representatives announce that they are anxious to do all they can to expand the interest in the Navy throughout the Dominion, and in that way think that they will be really giving a great help to the Empire as a whole.

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I think the important point we have to consider is the present situation in the various Colonies which already pay subsidies.

Then there is the question of manning. Of course Australia has already a considerable number of Naval Reserve men and men who are in the Navy. There are going to arrive here next week, on the 20th, 30 Australians and 10 New Zealanders, who are going to join British ships in this country for training. We shall welcome them very heartily, and I hope that they will gain great good by their visit and by the training they will receive.

Mr. DEAKIN: The training they are coming for is the higher training which could not be obtained on the squadron.

Lord TWEEDMOUTH: Yes. You have now in Australia, I think, nearly 1,000 men of one sort or another who have been connected with the Navy or who are in the Reserve and so forth. If Australia prefers to terminate the arrangement with regard to the subsidy, the burden of those men would naturally fall upon Australia. That would be one of the things that would have to be provided for if the subsidy were dropped.

Mr. DEAKIN: Yes.

Lord TWEEDMOUTH: I think I ought to say with regard to this question of manning that the number of men necessary for the British Navy must necessarily be limited. We cannot take in an unlimited number. At this moment I should think we have at least six times as many applications for men to enter the Navy as we can take in. Therefore, whatever arrangement may be come to with regard to manning throughout the Empire, it would have to be understood that it must be limited, because beyond a certain limit we should not have any use for the men.

Dr. JAMESON: The rank and file—able-bodied seamen—six times as many as you want?

Lord TWEEDMOUTH: I think I am putting it under the mark rather than over it in saying that.

Then I ought to say a word about the question of cadets. I think that in the Agreement of 1902 an arrangement was made by which there should be a certain number of cadets from each Colony. There were, I think, eight from Australia.

Mr. DEAKIN: You mean cadets coming into the Royal Navy to become officers.

Lord TWEEDMOUTH: Yes. There were eight for Australia; two for New Zealand, two for the Cape; one for Natal; and two for other Colonies; a total of 15. I think the arrangement with regard to that has not been altogether understood. It has been imagined that the cadets were to be taken in anyhow. Really it only comes to this, that there are nominations given to that number of cadets, and then some of them are examined in Australia. Some come to schools in England and are examined here. So far as the Colonial cadets are concerned, I think it is only right for me to say that those who have been examined out in Australia are found not to be up to the standard of education which is prevalent amongst the same boys in England, and a good many have been rejected. I think the idea is that the number is given without consideration of the qualities of the boys, whereas in fact a good many boys have been rejected on examination.

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Mr. DEAKIN: All this is news to me.

Lord TWEEDMOUTH: Take 1903, for instance. In that year there were six Australian nominations—three passed and went in. In 1904 there were again six boys examined, and three passed into Osborne. In 1905 Australia sent eight, of whom two passed in. In 1906 five Australian cadets came up, of whom four passed in, and in this year I think four have come up, and one has passed in and one has not yet been examined. I do not think the system has been thoroughly understood. I think the idea has been that the nominations given were supposed to be absolute cadetships; whereas, they were only nominations to candidates in order to go through the examinations, and so enter in the same way as the cadets who enter here.

Mr. DEAKIN: No complaints have reached me.

Sir JOSEPH WARD: You have had nominations from New Zealand also.

Lord TWEEDMOUTH: Yes, from New Zealand in 1903, one entered and one passed; in 1904 two entered, of whom none passed; in 1905 two entered and none passed; in 1906 one entered and one passed; and this year one entered and one passed.

Sir JOSEPH WARD: I understand there is a limit to the number which you are allowed to nominate in any case?

Lord TWEEDMOUTH: Yes; two from New Zealand in a year, and they are examined. A special examiner is appointed to examine them out there; or else they come here, and they are examined in the ordinary way.

Sir JOSEPH WARD: How many do you allow from each of the other countries that are allowed to nominate in one year?

Lord TWEEDMOUTH: Eight for Australia, two for New Zealand, two for Cape Colony, and one for Natal; and the other Colonies two. Canada was not included in the original agreement, and those two were left for the Dominion and the other Colonies.

Dr. JAMESON: When does that wholesale ploughing take place—at the original entry or at any other time?

Lord TWEEDMOUTH: Before they go in at all.

Dr. JAMESON: Simply on general knowledge examination?

Lord TWEEDMOUTH: Yes.

Mr. F. R. MOOR: Are the examinations here, or in the Colonies?

Lord TWEEDMOUTH: The examinations are held either in the Colony itself, or some boys come over here and go to school here, and then afterwards are examined. I ought to say that, as a rule, we have about three times as many candidates for these examinations as we can take; that is, about 200 come up, and 70 are taken. I think an idea has got about that the Colonial Cadets are entitled to come in. They are only entitled to come in provided they pass tests similar to those imposed on boys from this country.

Dr. JAMESON: I think it is always acknowledged it is merely a nomination, and they have to pass. Is the South African black list as bad as you have just read?

Sir JOSEPH WARD: That idea is not prevalent in New Zealand. There is no misconception as to the conditions.

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Lord TWEEDMOUTH: I am glad to hear that, and that is why I mentioned it to-day. From the Cape, one entered in 1903, and one passed; in 1904, there were two entered, and they were both unsuccessful; in 1905, two went in, and two passed; and in 1906, one entered, but he appeared before the Interview Committee here and was not rated sufficiently high to be taken.

Dr. JAMESON: That is physically?

Lord TWEEDMOUTH: No. In 1907, one has entered but he has not yet been interviewed.

I do not know that I have very much more to add, except to say that we are anxious to meet you if we possibly can. If Australia makes up its mind to start something in the way of a local defence force, we are quite ready to give all the assistance we can to it. If New Zealand wishes to go on with the subsidy, again we are quite ready to arrange for that, or equally willing, if they prefer to go in for a submarine flotilla, to help in that. The same with regard to the Cape; we are quite ready to meet their wishes. If they in South Africa wish to try a submarine flotilla, we are quite ready to help. Also, in the meantime, I think we should be quite ready to try to arrange for a training ship for the naval volunteers, and so forth. But with regard to that, one particular point is that your volunteers are very desirous in South Africa to become a division of the Royal Naval Volunteer Reserve, and thereby obtain the name of "Royal." That depends, in the first place, on your passing an Act in your local legislature.

I do not think I could make a definite promise with regard to leaving a ship continually there. That is a matter for future consideration. Indeed if this is to become part of the charge made on the subsidy, then I think as time goes on the expenses for a ship ought to be borne by the Colony as well.

Dr. JAMESON: As time goes on they will do very well for us, because we all say we ought to give more. In the meantime it will help with what we do.

Lord TWEEDMOUTH: We shall endeavour to carry on the arrangement with regard to a ship at present; but I would not like to pledge myself that for all time we should have a ship there. On the contrary, I think the proper thing would be that the training ship for your volunteers should be part of the Colonial force.

Dr. JAMESON: Out of the contribution?

Lord TWEEDMOUTH: Yes; I think that is all I can say. If any of the Prime Ministers would now say what they think, if I can meet them in any way, I shall be very glad.

Mr. DEAKIN: Lord Elgin and gentlemen, as Lord Tweedmouth mentioned Australia first, perhaps I may be permitted to say that the Commonwealth will recognise the extreme fairness and generosity with which he has met us. In conceding perfect freedom, notwithstanding the existing of an obligation which has yet several years to run, you have shown that in every possible manner you desire to keep in close accord with the feelings of the outer Dominions. In Australia, for reasons which have already been put on record in the despatch which I had the honour of addressing to the Admiralty about two years ago, the existing contribution has not proved generally popular. It was passed because it was felt that some distinct

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recognition of our responsibility for the defence of our own country and of the Empire of which it is a part, was necessary, and though it did not take the form which commended itself most to the very large minority, possibly even a majority, of the electors we accepted that mode of co-operation until some better presented itself. Further consideration has convinced the public that the present agreement is not satisfactory either to the Admiralty, the political or professional Lords of the Admiralty, or to the Parliament of the Commonwealth. In your case you find yourselves to a certain degree shackled even by the very general restriction as to the station of the fleet which is imposed by the present agreement. Originally, under the Agreement of 1887, the Australian fleet was limited to Australian waters. When that agreement expired, another agreement was entered into by which a fleet or squadron of increased strength was provided, and its sphere of action enlarged to the China and Indian seas. As a consequence, it appeared to many in Australia that the local protection which was its primary condition was so far departed from that it had practically ceased to exist. Nor could this new development of policy be challenged because all expert opinion agrees that the proper place for a defensive force is where it can deliver the best blows at any offensive force directed against it. It was quite probable that this would not be immediately on the coast of Australia, but rather in the Indian Ocean, or on the eastwards towards the China seas. It is as much in the interest of the Commonwealth as of the Navy that whatever power it can bring to bear should be available wherever the enemy is to be found in force, but this meant the withdrawal from our coast of ships to which we have been accustomed to look for localised protection, and also for the world-wide operations of the British Navy. Their withdrawal brought more home to the public particularly of our great States on the seaboard the nature of the risks to which they must be exposed in the absence of the squadron. Practically every capital, with perhaps the single exception of Perth, is upon the sea; Sydney, Adelaide, and Hobart, are all easily approachable from the sea . In the case of Melbourne, Port Phillip heads, and the forts there could, if effective, keep an attacking force at a distance. Yet, supposing the heads to be passed, Melbourne, too, would lie directly open to any attacks. Brisbane runs a somewhat similar risk. The Committee of Imperial Defence, after giving this question full consideration, have decided that a regular attacking force is not to be anticipated in our Antipodean situation, under any circumstances that it is necessary to directly provide for in advance. They look forward to the possibilities of a raid, consisting in all likelihood of some four fast half-armoured or partly armoured cruisers, carrying forces of from 500 to, at the outside, 1,000 men. Even an expedition of those small dimensions, calling for a very considerable provision in the way of fuel and other arangements, would make only a transitory dash for our ports and shipping rather than a series of prolonged attacks. But, whatever the nature of the assault is to be, its possibility leaves the large population of our seaboard States with a sense of insecurity, emphasised by the probability of the withdrawal of the squadron some thousands of miles away to deal with the expected enemy there. Consequently, the demand for some harbour and coast defence has been pressed upon the minds of the people in general, and has been lately several times considered by Parliament. It is thought that while it may be the best possible naval strategy to withdraw the squadron to remote portions of the seas surrounding Aus-

tralia, the contingency of our being raided, even by a few cruisers, and of our commerce being driven into the harbours or destroyed, or enclosed in the harbours, is not one that a community ought to contemplate unmoved. Hence our desire for the local protection to which you have already alluded. Our proposal to replace the existing agreement by the establishment of a force in Australian waters is not due to motives of economy. On the contrary though it will invoke a greater expenditure upon maritime defence than we have ever undertaken I believe that those proposals will be willingly accepted by Parliament. Of course we shall require to proceed by degrees, but even then the expenditure proposed will exceed the payment now made to the admiralty, plus the payments that have been made for several years past upon such naval defences as we have retained. At all events, the present temper of the electors encourages me to believe that in the course of a few years we shall see, in proportion to our population, a fairly effective harbour defence, which may be extended, if our means permit, to some approach towards coast patrol. I do not say coast defence, because that would imply a size and character of ship which our finances, I fear, will hardly be able to afford for a long time to come.

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In regard to the very judicious remarks you have made with reference to the question of manning, for my own part, I quite realise the wisdom of associating any local force which we may develop in the closest possible manner with the Navy. Of the efficiency of the Navy and the quality of its officers and men we have, from personal experience, in times of peace it is true, but still from prolonged experience, the highest possible opinion. Every confidence is felt in Australia both in British ships and British sailors, and no doubt is entertained of their capacity to give the best possible account of themselves when the time of trial actually arrives. But we also recognise that the Navy as a fighting machine is only kept in its condition of efficiency by the constant maintenance, even in the lowest ranks of the Service, of the highest state of training. We appreciate the discipline and training which our men have received in the squadron, and anticipate in the future that, by similar means, by association with the Navy, we shall be assisted to keep our local vessels, whatever they may be, up to its high standard. We shall not be willing in any way to accept for ourselves any less degree of proficiency than that which His Majesty's Navy enjoys, and by which its reputation has been established. A force, small as ours must be, would enjoy few, if any, opportunities of advancement for officers and men if it were a completely isolated service. On the contrary, it has everything to gain by being kept in the closest possible touch with the Navy, and with all advances as they are being made in Natal tactics or training. If, therefore, our partner, New Zealand, is able to devise what would be to them a satisfactory scheme of local defence, or make some amended agreement with yourselves, I believe the Parliament of the Commonwealth would desire to terminate the present agreement, to set free the ships of the squadron from any obligations at present imposed, and to devote our funds to the provision of a local force. The agreement, as you properly observed, is tripartite, and requires the consent of New Zealand as well as that which you have given. I quite recognise that. I have made no appeal to my friend, Sir Joseph Ward, either in public or in private on this head, because I felt it was a matter which he required to consider in-

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dependently. As he knows, I have made him no suggestion on this topic of any kind whatever. But I say it will be a source of gratification to us if this Parliament terminates this agreement in order to follow, so far as New Zealand is concerned, whatever course it may think best. For our part, Lord Tweedmouth, your overture will be made known in the Commonwealth. Your words of counsel and approval will be very highly esteemed. We recognise this as a further step in the exercise of our self-governing powers with which are properly attached the responsibilities which can never be dissociated from them. Those responsibilities we have no desire to avoid; on the contrary we shall assume them with confidence in ourselves and in our cause providing, so far as our means and population permit, a defence of the harbours of Australia, which will be an Imperial defence; it will not be the shipping owned in Australia alone that will enjoy the protection of our ships and forts; it will not be commerce especially Australian that will be protected by this harbour defence; but of course the same protection will be secured by these means for all British shipping and cargoes. The necessary supplies, the necessary coal, either for the mercantile marine or for your vessels of war, will there be under safe shelter and always at hand. All the stores required to maintain the Naval force while it is in our waters would be safe in time of war. These, I take it, are no mean steps towards the protection of that portion of the Empire not merely for its own needs, but affording a Naval base for all operations which may need to be conducted in those seas. That ought not to be under-valued. Every development of Naval force in Australia is a development of the Naval forces of the Empire. It will be capable of being utilised for defence and also in connection at any time with your squadron in our waters for offence also. Of course even if the agreement be terminated, the visits of the squadron to our seas will not cease. They will be paid in ordinary course. I also understand that as at present the Navy will, for its own sake and in recognition of our common interests, obtain the largest portion of its supplies from Australia and New Zealand; that is to say, whatever supplies can be obtained on the spot; that we shall have the opportunity of seeing in our ports the ships of this powerful united fleet that will be composed of the three squadrons of Australia, India, and China. That is very necessary as maintaining a link of Empire of a very real character, which makes an extremely strong appeal to the patriotism of our people. The Navy is immensely popular. The British Army we do not see except in our own militia. The Imperial Navy represents the great guarantee of its existence as well as a guarantee of our liberties and constitutional privileges. The Navy is an extremely popular Service, and, realising that, we are sure the Admiralty will not fail to allow us the opportunity from time to time of seeing the splendidly manned and equipped vessels which have made the British flag paramount in all seas.

I could not pass by a speech so extremely gratifying to Australian sentiments as your own without this notice. I do not for one moment pretend to have adequately dealt with it.

Let me say in conclusion, that, of course, we look upon any vessels for local defence not only as Imperial in the sense of protecting Australia, but because they will be capable of co-operating with any squadron, or any part of your squadron, which you may think fit to send into our waters to meet any direct attach in proximity to our coasts. In that way, we ought to be able, with the type of vessel we

shall have, when associated with your larger ships, to render extremely effective assistance. And so far from the termination of this agreement in any way concluding our close and intimate relationship with the Imperial Navy and Naval Defence, I hope it will be the means of enabling us to extend Naval development, in very efficient forms, in our own seas, making it of such a character as to be of material assistance if ever a foe to the flag should find its way into our waters.

Sir JOSEPH WARD: Lord Elgin and Gentlemen, I would like to try and make the position, as far as New Zealand is concerned, quite clear in connection with this matter. The remarks I made on a former occasion—which I do not propose to refer to at any length again—I adhere to in every respect. That is, in brief, that in a developing country of the size of New Zealand, about the size of Great Britain and Ireland, and a comparatively young country, we cannot undertake the possible future obligations entailed in the making for the provision of anything in the shape of a local navy. We believe it is of great consequence to the future development of New Zealand with its enormous potentialities for the settlement of people, that the necessity of maintaining that development must, in view of the financial obligations involved in providing a local navy, take precedence with the Government of that country in the interests of the people of that country. I adhere absolutely to what I stated before in that respect. New Zealand has made no request of any kind for an alteration of the existing agreement, and I readily acquiesce in the suggestion made by the First Lord of the Admiralty that New Zealand in relation to the Mother Country will of necessity require to continue by direct subsidy or an increased subsidy which we are quite willing to give for a continued attachment to the Navy proper which we consider is so important to us.

I have had the opportunity, owing to the courtesy of the First Lord of the Admiralty of discussing matters with him since we last met, and I asked for some information to be furnished to me regarding submarines. This I received late last night, and only had an opportunity of looking at it since I arrived at the Conference this morning. I have read the statement this morning with considerable interest. It goes without saying that I am not prepared—in fact I mentioned it to Lord Tweedmouth when speaking to him—to commit the Colony of New Zealand to any departure in the way of a suggested submarine service without having had the opportunity of conferring with my colleagues and, in turn, any great departure if we contemplated making it, we would require to submit to our Parliament and have the ratification of our Parliament upon before assent by me at this Conference could be by any means directly or indirectly implied. I should be only too glad, however, to have the aspect of it placed before me, and when I have had an opportunity of discussing, placed before my colleagues with a view to our considering whether the suggestion of a submarine service, pure and simple, without the attendant surroundings of a local navy, as an alternative to an increased subsidy, could then be taken up by New Zealand as a part of the great organisation of the defence of the Empire as a whole, and that portion of which is New Zealand especially.

I want to make the position clear so that the Admiralty, who are no doubt better posted upon these matters than I am, may know. We have 14 towns on the sea coast. The majority of them are very important towns. There is not one of them that is more than 9 miles

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at the outside from the ocean or to the port unless it be the city of Dunedin, which to the ocean itself, irrespective of the means of ingress and egress that ships have to take, is only five or six miles away from the Pacific. Though Lord Tweedmouth has not to me personally, or at the Conference, given any lead or indication as to what the Admiralty favours—whether it is the organisation of a local submarine service, and the responsibility being taken upon the shoulders of Australia and New Zealand—I have had no indication personally whether that method of dealing with the Colonies is more acceptable to the Admiralty than the continuation from the New Zealand point of view of a subsidy. I wish to add that from my point of view it would be of considerable importance for us to know what the Admiralty itself favours. If the Admiralty were to say to New Zealand that they believed that as a matter of defence of that portion of the Empire that the system we have been party to for so many years, has as the result of changes in the scientific development of these submarines, become to some extent obsolete, or not so valuable, and make the suggestion of a submarine force that would weigh considerably with the Government and the people in arriving at a decision as to the best course to follow in future. I think myself that the opinion of the Admiralty would be valuable. I recognise Lord Tweedmouth has taken a completely impartial stand, and allowed it to be at the voluntary action of the Colonies themselves to elect whether they go in for the subsidy or the submarine defence. In that respect, if I may be allowed to say so, it is particularly fair for the Colonies, and will be appreciated by New Zealand to be allowed from the standard of self-government to do as we think proper. We would like to have the opportunity of ascertaining what is the preference of the Admiralty in this suggested system of local defence for Australia as against the one for New Zealand for the continuation of a subsidy.

Mr. Deakin has already, for his country, said Lord Tweedmouth has acted with a generous consideration for the views put forth by Australia, having assented to their proposal by stating he was prepared to agree to whichever course they desired. That brings up the question of the position of New Zealand as one of the contributors to the agreement, whether we are going to hold Great Britain and Australia to that agreement, or set them free to do at an early date what they think is essential and proper for them. I can only say at once I am perfectly certain both my colleagues and the Parliament of my country, if the First Lord of the Admiralty, who is responsible for the general government of the sea defences of the Empire itself, is willing to meet Australia in that respect, we would not adopt a dog-in-the-manger policy, but I think would favourably consider the cancelment of the agreement, and with a view of allowing Australia to have a free hand with the Admiralty, and New Zealand also, on its own line, to have a free hand to carry out what it considers is best for our particular circumstances, in order to make the position easy of settlement, as between the Admiralty and the Commonwealth of Australia, I shall be only too glad to recommend it to my colleagues, and to recommend it to my Parliament. In any case it would take some little time to give effect to the change that Australia wants from that point of view, and long before any inconvenience could arise no doubt the Parliament of our country would give expression to what I am now voicing here as its representative. New Zealand as a country has been desirous of giving upon the basis of the contribution

of Australia its fair proportion. The six States of Australia gave an average of a little over 33,000*l.* each, and originally as fixed the contribution of a colony like New Zealand was fairly proportionate to the individual contributions of the States of the great Commonwealth of Australia, and we paid over 40,000*l.* a year. I am quite certain New Zealand, if required to, under altered proposals that may be suggested, with a view to cementing the defence of the Empire as a whole, would be willing to increase its contribution.

I thank Lord Tweedmouth for the information he has furnished to me. I am exceedingly obliged to the Admiralty. The whole matter will receive the fullest consideration of my colleagues and myself at the earliest possible date.

Dr. SMARTT: Lord Elgin, and gentlemen, I am extremely obliged to Lord Tweedmouth for the statement he has made (a statement which I think will be welcomed by the people in Cape Colony, and certainly by the Natal Volunteers) that he has kindly consented to agree to meet the request that on the passage of the Bill submitted to the Admiralty the title "Royal" should be attached to them.

I think, on the first meeting we had with the First Lord of the Admiralty, he stated it was the intention of the Admiralty, as far as possible, to deal with each Colony on the lines of the particular circumstances appertaining to that Colony. I think the statement that he has made to-day shows the earnest intention of the Admiralty to try and move forward in that direction.

So far as the Cape is concerned, I take it Lord Tweedmouth's statement for the Admiralty is first, that on the passage of the Bill which has been submitted to the Admiralty, the Naval Volunteers will be able to style themselves Royal Naval Volunteers; secondly, the Admiralty will, pending further arrangements, place at the disposal of the Naval Volunteers a ship, most probably the "Odin," with her guns, on which our volunteers, as well as those of the sister Colony of Natal, can get as thorough a sea-going training as possible. In the meantime, the cost of the nucleus crew for that ship, whatever crew the Admiralty consider necessary to enable her to go to sea, would be defrayed out of the joint contribution now given by the Cape and Natal to the Admiralty. I presume I would be in order, after your statement, in allowing the volunteers in Cape Colony to know that on the passing of this Bill, this will come into effect?

Lord TWEEDMOUTH: Quite so.

Dr. SMARTT: I can assure you that will be most satisfactory and will give a great fillip to the Naval Volunteer movement in the Cape.

Lord TWEEDMOUTH: We think in the end that the vessel ought to be a Colonial one.

Dr. SMARTT: Yes. Further, I take it that the proposition the Admiralty make is that they would encourage the spirit of local defence and local assistance for naval purposes, and that the best direction in which that could take effect would be either in the direction of submarines, or I suppose the Admiralty would also be prepared to consider the question of destroyers.

Lord TWEEDMOUTH: Certainly.

Dr. SMARTT: I should take it that the submarine is a ship that only employs a small number of the most highly trained experts?

Lord TWEEDMOUTH: That is so.

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Dr. SMARTT: She is not a vessel that will go far out to sea, whereas in the establishment of the destroyer class, you would at once imbue your people with the spirit of seamanship and the idea that they were rendering greater service, because they could go some little distance out to sea, and that would be a great incentive to developing a naval spirit amongst our people.

Lord TWEEDMOUTH: I think the development of submarines is going to be such in the future as almost to supersede the destroyer; that it will have a much larger sea range, and it will be not merely a defensive vessel, but a very distinctly offensive one.

Dr. SMARTT: But, in the meantime, the Admiralty would be quite prepared to consider, if the Cape desires to accept further obligations, whether it should take the shape of submarines or destroyers?

Lord TWEEDMOUTH: Yes, either or both.

Dr. SMARTT: Should that position be taken up, the grant which is now paid to the Navy, and any further amount that might be necessary, would be devoted to this purpose instead of being paid to the Admiralty as at the present moment. That is a point I want to be very clear upon. The Cape and Natal are giving 85,000*l.* A small portion of that will be used to provide a nucleus crew to the "Odin," so as always to be able to go to sea for the purpose of training our Naval Volunteers along the coast. Then, if we establish submarines or destroyers, I understand that it is the intention of the Admiralty that the balance of the 85,000*l.* should be devoted to that purpose, plus any extra amount of money that may be voted by the Colony in order to establish a service of that sort. I at once acknowledge that the contribution on behalf of the Cape is not at all adequate to the services which the Navy renders to our defences, and I have no doubt that when the federation General Botha spoke of the other day takes place, as the ports of Cape Colony and Natal will be equally the ports of the Transvaal, both the Transvaal and the Orange River Colony will also recognise their obligations to contribute towards a defence scheme of that sort. Therefore, I do not see any difficulty in the future, with the assistance of the Admiralty, in working up a considerable defence of this character. I presume then the Admiralty would place at our disposal before we return to the Cape—or if not before, as soon after as possible—the necessary information, as to the cost of establishing a submarine or destroyer force, *i.e.*, the cost of the ship, whether it be a submarine or destroyer, and the cost and number of the crew necessary for upkeep, so that we could see in what direction we would have to work.

I do not wish to take up the time of the Conference, but I would like to ask Lord Tweedmouth whether he has inquired into a statement I made some few days ago with regard to the Naval docks at Simonstown, in which I stated I had been informed that as the docks are now being constructed under heavy south-sea gales, it would be impossible or dangerous for a ship to enter those docks until the gale abated. You were good enough to say you would inquire whether that was correct or not, with a view, if my information is correct, of having something done to expend the necessary extra 60,000*l.* or 70,000*l.* to rectify it.

There were some other matters relating to shore defence, but I do not know whether they ought to be discussed here or privately with

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the Admiralty or with the War Office. There is the matter of the manning of our defences.

Lord TWEEDMOUTH: That is a War Office matter.

Dr. SMARTT: It would be better discussed with the War Office or Admiralty privately, there being a mutual arrangement between the Cape and the War Office in connection therewith.

Mr. F. R. MOOR: Lord Elgin and gentlemen, I follow on the lines of the Cape. Our proposal now—and I think the two Governments are in accord—is that we should work together as regards this training ship which shall be available for our common cause, and to give our men the necessary training at sea. The expense of this is to come out of our mutual contributions and then the question of the submarines is to be taken up hereafter as to the cost and as to any increased expenditure in regard to maintaining these craft at our different harbours.

I am prepared to join with my colleague from the Cape in furthering the objects we mutually have in view, and I trust before we leave, the Admiralty will be able to give us a definite answer to what we are placing before them, so that we shall be able to go back to South Africa and explain to our people what the terms of the provisional agreement are. We are going to meet our Parliaments in a month or two, and I think it would be very advantageous both to my Parliament and to the Cape Parliament that we should have the proposals definitely settled before we leave England.

I have nothing more to say, and I trust the lines suggested will be beneficial to our Colony and the Navy generally.

Mr. BRODEUR: Lord Elgin and gentlemen, I have nothing to say except to thank heartily Lord Tweedmouth for having been good enough to recognise what Canada has been doing in regard to its defence. As I mentioned the last time we discussed this question at the Conference, I think the situation of Canada has not been properly represented. I am very glad to see Lord Tweedmouth has actually acknowledged and recognised that we have been doing a great deal, and are still doing a great deal, by taking over the Naval Stations at Esquimalt and Halifax.

There was a discussion in previous years to the effect that we should contribute something directly to the British Navy. I may say with regard to that, there is only one mind in Canada on that question, and if it was necessary I should be able to quote the remarks made lately in an article published by Sir Charles Tupper, who is certainly one of the men best qualified to speak in Canada, upon the question. I think, perhaps, I might mention what he said in regard to that. He said: "It is known that from the outset I "have felt the interests of Canada and the true interests of the Em- "pire to be opposed to the demand for Colonial contributions to the "Imperial Navy," and "I maintain that Canada has discharged that "duty in the manner most conducive to Imperial interests." So it shows that both sides of politics in Canada agree with the policy which has been going on for some years there. He adds, also, in that article, that "Canada protects her fisheries by her own cruisers, "and when the Imperial Government expressed a wish to be relieved "of the expense of maintaining the strategic points at the harbours "of Halifax and Esquimalt the Canadian Government at once re- "lieved them of that large expenditure, amounting to 185,000*l.* per

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"annum." Negotiations are now going on for taking over the Naval stations there. I do not know exactly what will be the amount by which the Admiralty will be relieved, but I think it is a somewhat large amount.

Since the matter has been brought before this Conference I may say that Parliament has voted a large sum of money for the purpose of purchasing another cruiser and putting that cruiser on the Pacific coast for the protection of our fisheries.

We are very glad to see that Lord Tweedmouth has recognised that in this matter it should be left almost entirely to the Colonies. I may say, in conclusion, that we will be very glad to work in co-operation with the Imperial authorities, and under the advice of an Imperial officer, so far as it is consistent with self-government.

Sir ROBERT BOND: I have nothing to add to what I have already said in the matter.

Sir WILLIAM LYNE: I would like to ask Lord Tweedmouth a question in connection with the Australian proposals. It is not intended, I presume, to remove the present squadron, or any large proportion of that squadron, until, if we can make a new arrangement, our coastal defence is fairly complete.

Lord TWEEDMOUTH: There is no intention of moving the squadron as it at present exists until a new arrangement is arrived at. I think the discussion that has taken place here to-day shows very clearly what was said by Mr. Moor, that it is impossible to come to any final decision with regard to these proposals we have been talking about, and on which, I think, we are very largely agreed, until reference is actually made to the Parliaments of the various Colonies, because they must decide in the first instance as to whether they will take the line of going on with the subsidy, or supplement the subsidy by certain local defence arrangements, or adopt a system of local defence instead of the subsidy altogether.

Sir Joseph Ward asked what is the opinion of the Admiralty with regard to the comparative merits of submarine local defence, and subsidy. That, I think, is a question upon which we at the Admiralty cannot pretend to adjudicate. We say, if the Colonies decide on a system of local defence, we think submarines would be the most useful way of beginning it, and that Colonies would find that a submarine flotilla would be the best way from their point of view and from a strategical point of view of defending the coast, to begin with, at any rate. They might afterwards develop the destroyer, and so forth; but to begin with the submarine would be the best plan that could be adopted in everybody's interests.

We do not refuse the subsidy plan, and I do not think it would come well from us to say that we insist that the subsidies should be dropped. That, I think, is a matter for the Colonies themselves. So far as we are concerned, the subsidy is a very convenient way of receiving help from the Colonies; but we quite recognise that it is a question for the Colonies themselves as to how far it is to be subsidy and how far it is to be local defence. What we really desire is that we should have the cordial help of the Colonies, and that in the most effective way in the first place, and in the second place, in a way most acceptable to the Colonies.

Dr. SMARTT: So that if the Colonies were prepared to accept a scheme which met with the approval of the Admiralty, to improve

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their local defence in such manner as not alone would it assist them but also the British Navy in time of emergency, they would have the approval of the Admiralty to devoting the subsidies that they now pay to the general fund, to this purpose, and still more have the approval of the Admiralty if they increased the amount of money to be devoted to these services. So long as we feel assured that that is the desire of the Admiralty, I am extremely anxious, so far as South Africa is concerned, to move forward in that direction.

Lord TWEEDMOUTH: We shall be willing to take in kind what has been paid in the past in hard cash.

Dr. SMARTT: And as times improve, we should be prepared to increase the amount devoted to these services. That is why I was anxious to know whether, so far as the Cape and Natal are concerned, the Admiralty would give us some suggestions as to the cost of building up either the submarines or destroyers—that is, the cost of the ship on the one hand, and the cost of the men on the other. We understand, in the case of a submarine, that we could not supplement her crew by the volunteers, because in that case you want really trained experts.

Lord TWEEDMOUTH: I have here a statement which I had made out for Sir Joseph Ward with regard to the cost of a submarine. Will you take that copy and share it with Mr. Moor? I gave a copy to Mr. Deakin. That gives, I think, a very good and short summary of what the cost of a submarine would be. You also would like something on the same lines as to a destroyer?

Dr. SMARTT: Yes. I would like even further than that some small scheme prepared by the Admiralty to put before the Cape and say: That is a scheme you can work up to whenever you can find the money. I want it as an incentive to the people to see what they are going to work up to, and to allow them to know what it will cost them.

Lord TWEEDMOUTH: That we shall be glad to give. Dr. Smartt spoke about the Naval dock at Simonstown the other day, and the matter was referred to the Hydrographer. I have not got his report yet, but I will get it.

Dr. SMARTT: So long as I know you are really considering the matter I am satisfied, because it is a matter of considerable importance to the Cape, and to the Empire.

Lord TWEEDMOUTH: Yes, it has been referred to the Hydrographer for report already. I do not think I have anything else to add. I do not think we can pass a resolution now. We must have the answers from the various Parliaments before we can come to a definite conclusion.

CHAIRMAN: I find that at the last Conference there was no definite resolution on the subject, but only discussions on proposals put forwards, which were taken for consideration, and that is our position now.

Dr. SMARTT: I should think perhaps, if you would not mind letting that wait over until the Conference is again up to its full strength, the Conference may be able to affirm the advisability of the various Dependencies of the Empire recognising their obligations, and insisting on doing anything they can to assist the Navy. If

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we do not close it now it can be put in some form before the Conference. The Admiralty might draft a resolution of that character.

Mr. F. R. MOOR: Apart from what the Conference say to-day, Natal and the Cape will be quite satisfied to have that short Memorandum from the Admiralty, so that we can lay these views of the Admiralty before our Parliaments.

CHAIRMAN: Yes.

After an adjournment:

Commercial Treaty Question.

COMMERCIAL TREATY QUESTION.

After further discussion in private, on resuming:

Mr. LLOYD GEORGE: I suppose you have the confidential memorandum prepared by the Board of Trade and circulated with regard to the best means of consulting the Colonies in commercial negotiations?

Mr. DEAKIN: I have been looking at it this morning for a little while.

Mr. LLOYD GEORGE: If there are any suggestions which any Colonial Minister would care to make about this either now or later on, I will be obliged.

Mr. DEAKIN: I am not in a position to make any practical suggestion. We have really no time either to read or consider these papers.

Sir WILFRID LAURIER: I have looked at it, and it seems to me very satisfactory that no Treaty should apply to any of the Dependencies unless they adhere to it, and then provision is made in the Treaty that they can put an end to it. That is pretty satisfactory.

Sir JOSEPH WARD: Lord Elgin, I would like the resolution I have given notice of motion of to be formally placed before the Conference and assented to unless there is any material objection to it. "That all doubts should be removed as to the right of the self-gov- "erning Dependencies to make reciprocal and preferential fiscal "agreements with each other and with the United Kingdom, and fur- "ther, that such right should not be fettered by Imperial Treaties "or Conventions without their concurrence." I presume you will put this resolution, and it may be agreed to?

Resolution XII.

Mr. LLOYD GEORGE: Yes.

Uniformity of Patent Laws.

UNIFORMITY OF PATENT LAWS.

Mr. LLOYD GEORGE: With regard to patents, the Resolution is: "That it is desirable in the interests of inventors and the public "that patents granted in Great Britain or in any Colony possessing "a Patent Office of a standard to be specified should be valid through- "out the Empire." That is New Zealand, is it not?

Mr. DEAKIN: No, it is ours. Cape Colony comes next.

Mr. LLOYD GEORGE: Yes.

Sir WILFRID LAURIER: That is a very broad resolution, Mr. Deakin.

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Uniformity of Patent Laws. Sir Wilfrid Laurier.

Mr. DEAKIN: Very broad indeed. I have not looked at it recently, but I am quite aware that as it stands it sets up a practically impossible standard. How far it is either possible or desirable to secure uniformity in this direction, is still a matter of argument with us. Our Chief Patents Officer, the Commissioner of Patents, while admitting that the end in view is most desirable, points out that the enormous distances which separate us, the great importance as we all know in patent matters of prior registration, and the varying conditions under which protection is granted—all these circumstances together make the expectation of anything like real uniformity in connection with the granting of patents still a far off end. So that, speaking from memory, and without my material here, which I have not looked at for some months, I know that this resolution, although allowed to stand in these general terms, was intended merely to introduce the subject with a view to a discussion as to the particular points and methods of simplifying patent processes, assimilating them to each other, so that we might at all events make some approach towards uniformity. Any idea of absolute uniformity to be obtained by means of an Imperial Statute, if it be ever feasible, does not appear feasible now. All that can be attempted so far as I recall the difficulties to mind is, as I have said, that there should be such an assimilation of methods, times, and modes as would facilitate the understanding in each part of the Empire of the patent laws of the other portions, so that the steps taken and information supplied may be of the same nature, thus saving the inventor the expense of facing half-a-dozen or a dozen sorts of procedure in order to register his patents in different parts of the Empire. We quite recognise that it is only in that practical direction, step by step, and not by any overriding legislation requirements, that we can attain the object of this resolution. It resolves itself into the practical question how far our patent systems can be assimilated as to be easily mutually comprehensible and available.

Mr. LLOYD GEORGE: That is really the point.

Mr. DEAKIN: I have not any material at hand here to explain the details in which I thought that was possible.

Mr. LLOYD GEORGE: What I find is that there are legal difficulties, and I think they are set forth here in the memorandum which I will put in; I will not trouble the Conference by reading it.

Mr. DEAKIN: We have not seen that, have we?

Mr. LLOYD GEORGE: No. You will find the difficulties are all set out there. We do not mind inquiring into the whole question if you can put it into the form rather of an inquiry as to whether something can be done to assimilate the laws.

Mr. DEAKIN: I will do that.

Mr. LLOYD GEORGE: Would you mind putting your resolution in that form?

CHAIRMAN: And then it can be taken up at a subsidiary Conference.

Mr. LLOYD GEORGE: Would something of this sort suit you? "That greater uniformity of the patent laws throughout the Empire "is desirable so far as local circumstances permit."

Mr. DEAKIN: Certainly, but would not you go further? That

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Uniformity of Patent Laws. (Mr. Deakin.)

is a general affirmation that greater unity is desirable so far as local circumstances permit, but could not some action be taken, perhaps preferably on your initiative, if we were to furnish you, if you do not possess a complete statement of our patent laws and methods to be collated by you? Then you might be prepared to suggest to each of us any amendments you would commend if we should see our way to make them. This would be a means of bringing us into line in whatever directions it is possible to obtain uniformity. If you added to your general assertion something of that sort it would be a most useful thing.

Sir WILLIAM ROBSON: There can be no harm in expression as to what is desirable, but I think before any constituent member of the Conference commits himself to this resolution or anything like it they would require a very great deal of further consideration.

Mr. DEAKIN: Are you speaking of the resolution that the President of the Board of Trade has just read?

Sir WILLIAM ROBSON: No, but the addendum that you are suggesting should be made to it—"That patents granted in Great "Britain or in any Colony possessing a patent office of a standard to "be specified should be valid through the Empire." I think that is Mr. Deakin's aim, rather.

Mr. DEAKIN: That is an unattainable idea at present. It can be approached, but not reached, and it can only be approached by steps.

Mr. LLOYD GEORGE: This is the first step, I think, to greater uniformity.

Mr. DEAKIN: I quite agree with that.

Sir WILLIAM ROBSON: That a uniformity of law is desirable is a very safe expression.

Mr. DEAKIN: It goes without saying.

Sir WILLIAM ROBSON: But that you should pledge yourselves to bringing about uniformity of law involves difficulties——

Mr. DEAKIN: I do not suggest that. I adopted Mr. Lloyd George's words and was suggesting that you might go on to invite us first of all to furnish to you at the centre of the Empire, if you do not possess them, schedules of particulars setting forth our Patent Laws. Then having obtained those from each of the self-governing Dominions, you could compare them and see in what particular modes it would be an advantage to bring them into line. You would inform each one what would be necessary to bring its law into a general harmony. Probably all would accept it with minor amendments. The consequence would be that you would have taken the longest stride that is now possible towards uniformity.

Sir WILLIAM ROBSON: Uniformity of law, any resolution expressing the desirability of obtaining uniformity of law, might have very beneficial results, but I do not think beyond that we should proceed at present. We are now in the middle of a discussion on a Patent Bill in the House of Commons which is of a somewhat elaborate character, and we have also to consider there, as we have in nearly every case, the international conventions. We should want a good deal of time to think over the effect before altering our Imperial patent law.

Mr. LLOYD GEORGE: Take the Bill which is before the House now; we are introducing for the first time the principle of compulsory working of foreign patents. I should very much like to see that extended throughout the Empire, and that is why I think a resolution of this kind might be exceedingly useful.

Mr. DEAKIN: I quite agree with the resolution as you read it, and as I followed it.

Mr. LLOYD GEORGE: And it would be a very good work for the new Secretariat to take up.

Mr. DEAKIN: An excellent work.

Mr. LLOYD GEORGE: To try and collate these laws?

Mr. DEAKIN: Yes.

Sir WILFRID LAURIER: Will you read your resolution?

Mr. LLOYD GEORGE: "That greater uniformity of patent laws throughout the Empire is desirable so far as local circumstances permit."

Sir WILFRID LAURIER: With this qualification I have no objection. The subject is very complicated, and perhaps in no place more than Canada, where the patent laws are perhaps more developed than anywhere else.

Mr. LLOYD GEORGE: You have compulsory working.

Sir WILFRID LAURIER: I do not profess to understand it myself.

Sir JOSEPH WARD: In New Zealand we are submitting fresh legislation to the next Session of Parliament on this very important matter, and what we want to reserve the right to our people to do is, that while you may be suggesting uniformity of legislation, we will put legislation through on this basis. I think our Parliament will do it, and it will be supported by the Government. We absolutely object to the system that has up to now prevailed of an American, French or German patentee asking for the registration of his patent in our country, reserving to himself the right to manufacture the article in America and keep our people in the position for the full limit of years, and a renewal at the end of the time, of paying the piper for the convenience of the people in America or Germany or France, or wherever else you like to name, and the product itself is never manufactured in our country at all. We pay for a typewriter, for a motor-car, or for something connected with a plough, an exorbitant price to enable a person who has sold his patent to somebody else at an exorbitant price, to bleed our people to death. We are not going to allow it.

Mr. DEAKIN: We have a provision aimed at that.

Mr. LLOYD GEORGE: I have a provision with the same object in a Bill I am promoting now.

Sir JOSEPH WARD: We want to insist on the registration of a patent within a reasonable time, and unless it is brought into practical working in our country, and the man himself may erect a factory in our country and do so, our people will do it for him. If that is provided for in your Bill it will be endorsed by the people in our country.

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Uniformity of Patent Laws. (Sir Joseph Ward.)

Sir WILLIAM ROBSON: To obtain uniformity of law would involve extraordinary difficulty. Take Canada, Canada has a search for novelty, and so has the United States, and the United States lays great stress on the value of that provision, but that provision does not exist everywhere, and Canadians might very well object that patents granted with less severity of investigation should nevertheless run current throughout Canada, as if they were granted to Canadians. Each Colony will want to think a great deal about this subject.

Sir WILFRID LAURIER: It is a most complicated subject, local circumstances; that is quite consistent with the desire to obtain Sir Joseph Ward. There will be no objection to our meeting our uniformity of legislation.

Mr. DEAKIN: We want a general policy and a resolution in that direction.

Sir WILFRID LAURIER: The resolution of Mr. Lloyd George, with the qualification at the end, is not objectionable.

Mr. LLOYD GEORGE: That is substantially the Cape resolution, it is pointed out to me. I had not seen the Cape resolution at all, but with reference to the word "Imperial legislation," that would be impossible, as we could not legislate for Canada, Australia, and New Zealand. It might be put in this way: "That it is de-"sirable that His Majesty's Government, after full consultation with "the Colonies, should endeavour to provide such uniformity as may "be practicable."

Dr. SMARTT: "Uniformity of laws as far as possible."

Mr. LLOYD GEORGE: That is substantially the Cape resolution, except the first part of it.

Dr. SMARTT: I see your difficulty as to the first part, but we can easily meet it. What we had in view in framing this resolution was that we wanted, as far as possible, as another example of unity, to have our patent laws and our trade statistics, and our company laws, and everything of that sort, formed upon the same basis, and we look to the Imperial Government in their Act to advise us as to the best mode of procedure to bring about that as far as possible.

Mr. LLOYD GEORGE: I think your resolution admirably meets it.

Dr. SMARTT: I think Mr. Lloyd George will specially agree with me that it is most inadvisable, even in regard to our company laws, that you should have one law in England and a different law in all the various British Colonies, who are anxious to have them all on the same basis.

Mr. LLOYD GEORGE: I think it is trade marks and not merchandise marks you have in your mind.

Dr. SMARTT: Yes, "trade marks" it ought to be instead of "merchandise marks."

Mr. LLOYD GEORGE: I think that might be carried.

Resolution XII.

CHAIRMAN: "That it is desirable that His Majesty's Government, after full consultation with the Colonies, should endeavour to provide such uniformity as may be practicable in the laws for the granting and protection of trade marks and patents."

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Sir WILFRID LAURIER: Very good, but replace the word "Colonies."

Mr. DEAKIN: "Dominions" is the word we have used.

Mr. LLOYD GEORGE: All right.

Uniformity of Patent Laws. (Chairman.)

Dr. SMARTT: Would you add also, Mr. Lloyd George, the uniformity of Company Law?

COPYRIGHT.

Copyright.

Mr. LLOYD GEORGE: We have a new resolution about that. What about copyright, which is much more important? What have you to say to copyright, Sir Wilfrid?

Sir WILFRID LAURIER: I do not think I would touch copyright.

Mr. LLOYD GEORGE: It seems a little more difficult.

Sir WILFRID LAURIER: It is far more difficult.

Mr. LLOYD GEORGE: I wish we could get uniformity in copyright.

Dr. SMARTT: It is rather unfair that any portion of the Empire should rely purely on the copyright of the other parts of the Empire.

Mr. LLOYD GEORGE: We are great sufferers here.

Dr. SMARTT: I am in favour of a copyright resolution.

Mr. LLOYD GEORGE: I wish you could include copyright, because it is very unfair that our authors should be treated in a British Dominion exactly as they would be treated in a foreign country.

Sir WILLIAM LYNE: Copyright goes a long way past that.

Sir WILFRID LAURIER: I suppose in Australia where you have a larger paper element copyright is a very troublesome question.

Sir WILLIAM LYNE: Very troublesome.

Mr. LLOYD GEORGE: You mean about designs.

Mr. DEAKIN: Our law as to designs is passed.

Sir WILLIAM LYNE: We want it to go further than it has?

Mr. LLOYD GEORGE: Does your law protect the poor British author?

Mr. DEAKIN: I would not like to say without looking at it how far he is protected or not protected. Copyright is a technical subject.

Mr. LLOYD GEORGE: Copyright seems to be too difficult.

Mr. F. R. MOOR: Are you leaving out copyright altogether? Could you not introduce it in looser terms: "and copyright as far as practicable."

Mr. LLOYD GEORGE: I wish you could, I must say; it does not bind you to uniformity, beyond what is practicable, and it is left to you to legislate.

Mr. DEAKIN: I have no objection.

Dr. SMARTT: Your contention, Mr. Lloyd George, is that if an

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author takes out a copyright in England, he should be protected in all British Colonies.

Mr. LLOYD GEORGE: He could only be protected by your own laws.

Copyright. (Dr. Smartt.)

Dr. SMARTT: Our laws should protect him, and you would mutually protect our authors.

Mr. LLOYD GEORGE: Certainly.

Dr. SMART: I am altogether in favour of it.

Mr. F. R. MOOR: So am I.

Dr. SMARTT: That is what we are pleading for.

Mr. LLOYD GEORGE: And you have a growing interest in it because your literature grows. Would Sir Wilfrid object to the resolution?

Sir WILFRID LAURIER: At present I would. If the Minister of Agriculture, who, strange to say, has the matter in his hands, were here he perhaps would have a different opinion, but in his absence I would not like to deal with it. It has been a contentious subject with us for years, and certain sections of the Labour Party with us have taken a very strong position with regard to it.

Dr. SMARTT: Could you not let it stand over?

Sir WILFRID LAURIER: We cannot attempt to reform everything at this Conference; leave something for the next Conference.

Trade Statistics.

TRADE STATISTICS.

Resolution XIV., p. ix.

CHAIRMAN: Trade statistics.

Mr. LLOYD GEORGE: I move here: "That it is desirable, so "far as circumstances permit, to secrue greater uniformity in the "trade statistics of the Empire, and that the Note prepared on this "subject by the Imperial Government be commended to the con- "sideration of the various Governments represented at this Confer- "ence." I am not going to take up time over that; the memorandum has been circulated and I think we have all agreed that it is very desirable that there should be uniformity of trade statistics.

Mr. F. R. MOOR: That is some work for your secretariat.

Uniformity of Company Law

UNIFORMITY OF COMPANY LAW.

Mr. LLOYD GEORGE: Yes, all this is work for the secretariat. I also move the resolution "That it is desirable so far as circum- "stances permit, to secure greater uniformity in Company Laws of "the Empire and that the memorandum and analysis prepared on this "subject by the Imperial Government be commended to the con- "sideration of the various Governments represented at this Confer- "ence." That has been circulated I think.

Sir WILFRID LAURIER: That might be expected.

CHAIRMAN: Agreed?

Resolution XV

Mr. DEAKIN: Agreed.

Dr. SMARTT: Can you not meet us in copyright?

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Mr. DEAKIN: I do not see anything objectionable in recommending the copyright proposed, but Sir Wilfrid is not prepared to deal with it.

Sir WILFRID LAURIER: Both Sir William Lyne and I have some objection to it.

Uniformity of Company Law. (Dr. Smartt.)

RECIPROCITY AS TO BARRISTERS.

Reciprocity as to Barristers.

CHAIRMAN: There are two small things from New Zealand on the agenda about reciprocity.

Sir JOSEPH WARD: I want to deal with this question of reciprocity as to barristers and surveyors. I will state the position briefly, Lord Elgin. I want to ask the Conference seriously to consider the fairness of giving effect to what I propose and I will give my reasons for it briefly. Full provision for reciprocity with the United Kingdom exists under the Imperial Act, but it is practically inoperative in the case of New Zealand owing to objections raised by the English Law Society on the ground that in New Zealand the two branches of the profession, barristers and solicitors, are combined and owing to this objection the Order in Council necessary to bring the Act into operation has not been issued. I submit that this objection has no substance. It is not suggested, nor does the Act provide, that in the case of a New Zealand barrister who is admitted in the United Kingdom under the Act he shall be entitled to practise here as a solicitor. I would like to point out that if the Act were brought into operation the balance of advantage would be with the United Kingdom. The number of New Zealand practitioners who would seek admission in England would be very few, and the number who would actually practise in England would be infinitesimal. On the other hand the number of English barristers who would avail themselves of the Act for the purpose of admission in New Zealand where they would have the right to practise both as barristers and solicitors would presumably be great.

It is well known that although the prizes at the English Bar are splendid for those who can win them, the number who succeed is very small compared with the very large number who are barristers only in name. The Colonies would afford an excellent field for these gentlemen, and in such cases the direct advantage would be to them although I freely admit that the Colonies would inevitably gain by obtaining people who would not only be a very estimable addition to the population, but would strengthen and raise the status of the profession in the Colony and keep it in closer touch with the English Bar.

Since I have been in England I have noticed that a further objection has been raised, namely, that in New Zealand women are eligible for admission to the bar. I admit the force of that in the matter of reciprocity, that if you want reciprocity you should have it in the same sexes, and where the desirability exists in England of women not being admitted to the Bar, and it does not exist in New Zealand, you could not have reciprocity in that respect. I think it is unreasonable under the reciprocity provisions of the Act that women should be allowed to practice when they are not eligible. Otherwise I should like to say, however, that the difficulty can be effectively removed if the Order in Council provides that it shall apply only to persons who would otherwise be eligible for admission.

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Reciprocity as to Barristers. (Sir Joseph Ward.)

That would exclude women from the benefits of the Act in the United Kingdom and elsewhere where they are not eligible.

I have dealt only with the United Kingdom and New Zealand, but the same observations would, of course, apply to other portions of the dependencies in cases where the same objections have been urged. Now, I want to say on this matter that I do personally feel that it is greatly to be regretted that a matter of sentiment which can be provided for in the terms of the Order in Council, should prejudice or stand in the way of what would be regarded by the profession, certainly in New Zealand, and I presume elsewhere, too, the inestimable advantage for them to have the right of reciprocity with their professional brethren in England. To my mind it appears to be purely sentimental, this objection to the admission of women to the Bar in New Zealand where comparatively few women, only two or three at the most, have passed, and who have certainly been very far from a discredit to the profession; the women I know who have passed for the Bar in New Zealand have obtained it as the result of hard work, and every examination that a male requires to pass through they undergo, so that they have attained to the position after every ordeal which it is possible to put in their way to enable them to attain to a very high and honourable position, and the few who have passed have carried out their work in a most capable way and stand to-day very high in the esteem of the male members of the profession in New Zealand. I do hope that at this Conference, where we are trying to bring about mutuality and agreement, where we are trying to bring about the interchange of officers in the Defence Department, where we are trying to bring about the interchange of units in the Defence Organisation, we are not going to allow a question of pure sentiment which could be provided for by the most ordinary clause in the Order in Council, and the Imperial Act as I say provides already for reciprocity excepting for the fact that barristers and solicitors in New Zealand are combined while that is not so in England, should stand in the way so far as to prevent the carrying out of what was originally intended under the Imperial Act, the interchange between members of the professions.

I would personally look upon it as almost an insult to the members of the profession in England if they were to say they could not provide for an interchange by declaring it to be really on sentimental grounds which could be obviated in the Order in Council in the ordinary way. I can say with some experience of our country, that the profession in New Zealand, some of the leading members of the profession, regard the matter as of the deepest possible interest to their profession, and I am persuaded in my own mind that nine-tenths of the advantages would accrue to the men in England in the profession who want to have the opportunity of practising as barristers and solicitors, which they could do in New Zealand and which the leading barristers and solicitors in New Zealand themselves could not do if they came to England.

For the reasons I have urged as briefly as I can my views, I hope that the Conference may see its way to affirm the Resolution. The conditions required to meet the sentimental side of it can and would be provided for by Order in Council. I move the Resolution, my Lord.

Sir WILLIAM ROBSON: I do not know whether Sir Joseph could tell us what are the qualifications in New Zealand for admission to the New Zealand Bar.

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Sir JOSEPH WARD: I cannot tell you with complete accuracy, but I know that it involves a number of years being articled to a barrister and solicitor's office, and passing an examination before a Judge of the Supreme Court.

Sir WILLIAM ROBSON: This is not merely a question of general reciprocity, but any advantage of this kind given to those who live, say in New Zealand, or Australia, or Canada, or anywhere else, might, if the qualification in New Zealand were not as severe as that in England, be made the means of securing admission to the English Bar by what one might call a Colonial avenue.

Sir JOSEPH WARD: Very well, make it a condition that the reciprocity should be contingent on their complying with the same conditions as exist for admission to the Bar in England.

Sir WILLIAM ROBSON: The same conditions would not be quite as easily applied. We have very special and rather strict qualifications for admission to the Bar. Admission to the roll as solicitors is a different matter; there you have a five years' apprenticeship (I do not know whether in New Zealand the apprenticeship is so long), followed by a somewhat strict examination, and we have many men in England who would be very glad indeed to avail themselves of any avenue by which that strict condition could be evaded.

Sir JOSEPH WARD: I think it is five years in New Zealand.

Sir WILLIAM ROBSON: Then with regard to the Bar, we have somewhat different qualifications, perhaps not apparently quite so severe as those which hedge round the profession of solicitors, but still we have qualifications of residence in England, which are generally accompanied, I think, although not necessarily part of the condition, by study in a barrister's chambers. These qualifications I am afraid the English Bar would not be content to surrender. It is not an easy matter for us to maintain an even balance between barristers and solicitors with respect to qualifications but we have given special facilities to solicitors to procure admission to the Bar, and I am sure the English Inns of Court, who govern the Bar, would very favourably consider any proposal to give to solicitors from New Zealand or Canada, or the other Colonies, the same kind of special facilities as it already gives to solicitors here. They let in English solicitors upon slightly more favourable terms than they apply to one who is coming to the Bar merely as a student without having become a solicitor, and I have no doubt that the Inns of Court would favourably consider proposals to give that kind of facility to Colonial barristers; but I would urge the Conference not to adopt a resolution which it might be afterwards found difficult for us to give effect to, because we certainly would not be likely to force this upon the Inns of Court without carefully considering the views of those especially concerned. We should have to consider the views of the Inns of Court, and I am bound to say that I am not able to speak with authority as to their opinion, because I have taken no means of finding out what their opinion would be.

Mr. DEAKIN: They are expressed in the document before us.

Sir WILLIAM ROBSON: I do not think the English Bar would be willing to relax all the regulations and restrictions.

Sir WILFRID LAURIER: There are other difficulties in my

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country. The Bars, with us, are not under the jurisdiction of the Dominion Parliament. We have a Bar for each Province.

Mr. DEAKIN: Our position is the same as yours.

Reciprocity as to Barristers. (Sir Wilfrid Laurier.)

Sir WILFRID LAURIER: There is a Bar for the Province of Quebec and one for the Province of Ontario; and a man cannot be admitted from one Bar to the other except under very special circumstances. For instance, if a man becomes Attorney-General, he can be admitted from the Bar of one Province to that of the other, or if he has obtained some very high post; but I do not know more than two or three instances when a member of the Bar of one Province has been admitted to the other except by qualifying himself, and taking residence, and passing the examinations; so that we should not do it.

Sir JOSEPH WARD: The extraordinary thing about this matter, in a New Zealand solicitor upon better terms than an English solicitor, and that is really what this resolution would amount to.

Sir JOSEH WARD: The extraordinary thing about this matter, Lord Elgin, is, that from the New Zealand point of view we are regarding it from the very opposite standpoint. I quite concede at once that the profession are naturally jealous of their rights in England, and unless the terms of admission were the same, it would be proper to exclude anybody from getting in either as a barrister or solicitor in England, but this is urged from the very opposite standpoint. Of my knowledge, I am not aware of many from our Colony trying to get admission to the Bar; but I understand that English solicitors have come out and tried to get admission to the Bar in New Zealand.

Sir WILLIAM ROBSON: I am sure it would be a great relief to English solicitors going out to New Zealand, but one is looking at it from the point of view of the English Bar, and, I am afraid, from their point of view—I do not speak from any personal feeling of my own—the proposal would be resisted. As it is, it is not altogether to procure special treatment for the admission of solicitors. That we have done, and that, I believe, the Bar would be willing to extend to the case of New Zealand or for Colonial barristers or solicitors, but I do not think we could induce the English Bar to go further in respect to Colonies than they go with respect to Englishmen.

Sir JOSEPH WARD: I will qualify my resolution by taking the suggestion made by the sub-treasurer, who writes on behalf of the British Law Society, I suppose.

Mr. DEAKIN: The four Inns of Court.

Sir JOSEPH WARD: I will move as a preface to my resolution, "That provided it is satisfactorily established that the qualifications "as a barrister in any Colony are equivalent to those in this coun- "try, any proposal for facilitating the call to the English Bar of "Barristers in any Colony or Dependency upon terms analogous to "those upon which English solicitors may for the time being be "entitled to be called to the Bar should be favourably considered." I think, if I take their own words that should be acceptable.

Sir WILLIAM ROBSON: We have not that resolution before us.

Sir JOSEPH WARD: I move that.

Sir WILLIAM ROBSON: I do not think you are following this proposal. This suggestion of Sir Henry Lawrence is that: "any "proposal for facilitating the call to the English Bar of Barristers,

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"in any Colony or Dependency, upon terms analogous to those upon "which English solicitors may for the time being be entitled to be "called to the Bar should be favourably considered." That is putting the Colonial upon the same footing as an English solicitor, but I rather understood your suggestion, Sir Joseph, to be that if you make provisions in the Colony, of the same kind as those which are applicable to English solicitors, then the Colonial solicitor, without submitting to the terms imposed upon an English solicitor here, by virtue of his admission in New Zealand would thereupon become entitled to admission to the Bar of England. That is rather a different proposal to Sir Henry Lawrence's.

Sir JOSEPH WARD: The wording of Sir Henry Lawrence's second paragraph does not quite bear that out, if I may be allowed to say so; he says: "The Committee recommend that provided it is "satisfactorily established that the qualifications for admission as "a barrister in any Colony are equivalent to those in this country, "any proposal for facilitating the call to English Bar of Barristers "in any Colony or Dependency upon terms analogous to those upon "which English solicitors may for the time being be entitled to be "called to the Bar should be favourably considered." It does not say, as you suggest now, that if they have established the fact that their qualifications for admission as a barrister in any Colony are beyond all question, they should come home again and undergo a further examination. He says: "provided it is established." There would be somebody on their behalf who would ascertain beyond all question that they were entitled to admission. It would not give a general right to anybody to come home and be entitled to admission here. I think, with that preface, to my resolution it might be, without any difficulties, accepted.

Mr. DEAKIN: My position is precisely that of the Prime Minister of Canada; the Commonwealth, as such, has no jurisdiction over any portion of the Bar, except that portion which practises in the Commonwealth Court. But in the various States of Australia the qualifications for the Bar differ a good deal. In most of the States it is possible for a practitioner to be at the same time a barrister and a solicitor, although in practice in certain states, even where that exists, the two are divided except in country towns; but in New South Wales the English practice still exists, and the two branches of the profession are separate. The standards, so far as I am acquainted with the English are fairly high; in fact, owing to rather curious conjunction with the circumstances, when the professions were amalgamated in Victoria, the standard adopted was that previously in force in respect to the Bar. I believe that every practitioner in Victoria now qualifies himself for what is very nearly the degree of LL.B. before he is admitted as a barrister. The standard of a year or two ago, and I am not aware of any change since, was very high. I do not think Sir William Robson objects to any of the proposals for reciprocity, providing that the authorities here are satisfied—that the training, the probation, and the tests are fairly equal.

Sir WILLIAM ROBSON: The difficulty would be to settle which authorities are to be satisfied.

Mr. DEAKIN: You are the authorities to be satisfied as to your Bar.

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Sir WILLIAM ROBSON: If the Conference pass a resolution, that is a matter which no doubt would have great weight; but, after all, the decision as to what qualifications are necessary is at present left to the Inns of Court for the English Bar and the Incorporated Law Society for solicitors. The English Bar has expressed its willingness in the document which is before me to consider favourably any proposal of which it would, of course, be itself the judge as to what the qualifications should be here in the Colonies, and it would have itself to be judge as to what conditions it should impose here.

These are matters really for the English Bar, and I think an assurance of that kind from the Inns of Court should really be sufficient, but it would look very much like a quasi-legislative step affecting the Inns of Court if they were told by this Conference that, according to a decision to which great weight should be attached, provision should be made throughout the Empire for reciprocal admission of barristers to practice. They would say: "What about our authority? It is we who decide."

Mr. DEAKIN: I thought Sir Joseph had put that aside.

Sir WILLIAM ROBSON: I should like to see Sir Joseph's amended resolution in some form in which it can be carefully considered, because I am sure his addendum——

Mr. DEAKIN: As I understand it is not an addendum; he takes the second paragraph of that report from the Sub-Treasurer to the four lines of Court.

Sir WILLIAM ROBSON: Not in substitution for his resolution.

Sir JOSEPH WARD: I have no objection to substitute that formality. If I take the recommendation of the four Inns of Court I do not know that I can have any better authority.

Sir WILLIAM ROBSON: I should like to see the exact form of the resolution. What the report says is that it should be favourably considered and I do not think there would be any objection to that in substitution for the original proposal.

Mr. DEAKIN: Am I not right, Sir Joseph, that you move subsection 2 of this report possibly omitting the word "that"—"Provided it is satisfactorily established" right down to the last word.

Sir JOSEPH WARD: I move that.

Mr. DEAKIN: There is no objection to that.

Sir JOSEPH WARD: "Provided it is satisfactorily established that the qualifications for admission as a barrister in any colony are equivalent to those in this country any proposal for facilitating the call to the English Bar of barristers in any colony or dependency upon terms analogous to those upon which English solicitors may for the time being be entitled to be called to the Bar should be favourably considered."

Sir WILLIAM ROBSON: That only binds the English Bar, that resolution does not bind the Colonial Bar, and it does not deal with the difficulty raised by Sir Wilfrid Laurier.

Sir JOSEPH WARD: I will put in the words "English or Colonial."

Sir WILLIAM ROBSON: It is much better before one adopts a resolution which may conflict with so many professional interests that one should see it in some form in which it can be considered.

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As Mr. Deakin suggests, you cannot take paragraph 2 and make it a resolution at this Conference without reference to the reciprocal obligations. I agree that if you take the spirit of this resolution and you make it applicable to all the Colonies one might get some resolution which is capable of being accepted, but as it stands now it is unilateral.

Sir JOSEPH WARD: What I am trying to bring about, and I know there is a strong opinion in our country with regard to it, is a position which would bring the Colonies and the Old Country closer together and in the matter of the professions it is as important as in any other respect. If the conditions required by the Inns of Court in England are fully complied with by a man who has passed through our Courts in our Colony and those responsible for the government of the Inns of Court on behalf of the profession in England are satisfied that he can pass an examination near to their own and it is for them to say finally whether that examination has been such that they can agree to if that be their imprimatur upon that professional man who comes to England, and we interchange by conferring the privilege upon Englishmen coming to our country, surely it is an advantageous thing for us to help one another. That is what I am asking for. I take the proposal made by the Inns of Court themselves; I give way upon my own as it is considered too wide and is capable of an interpretation that is opposed by those who represent the Inns of Court, and in the aspect of it I take their own words, and I ask that that should be given effect to as evidence of the goodwill of the profession in England to their brethren of the same flesh and blood in a British country, New Zealand, or Canada, or Australia, as the case may be; I think one may hope for this being generously considered even by those who are anxious to conserve, and rightly so, the great interest of the profession in England. I do not want to derogate from their status; I do not want anyone from our Colony who is inferior in any way to the best men who can pass the most severe examinations in England to come here, but if he passes with the approval of the representatives of the Inns of Court an examination to what is required here that would be a matter of reciprocity between the two countries.

Sir WILLIAM ROBSON: Do you not think you had better draft a resolution which will incorporate the reciprocity? As matter of draughtsmanship it is scarcely quite convenient to adopt this paragraph which relates only to what England is willing to do and not to incorporate in that what the Colony is to do.

Sir JOSEPH WARD: Let us add at the end of this: "should "be favourably considered and provided that the same conditions as "exist in relation to admission to the Bar in the Colonies should ap- "ply to English barristers or solicitors visiting those Colonies."

Mr. F. R. MOOR: How does that apply to the Colonies? Sir Wilfrid Laurier has pointed out the difficulty in their country, and we have it in ours too; I do not think there is reciprocity amongst ourselves over there yet.

Dr. SMARTT: No.

Sir WILLIAM ROBSON: That is very important. That shows the necessity of considering the matter in all its bearings.

Dr. SMARTT: The difficulty with us is very strong owing to the fact that the Cape law is founded on Roman Dutch law.

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Reciprocity as to Barristers. (Dr. Smartt.)

Mr. DEAKIN: I do not suppose it would be possible for the Inns of Court to lay down provisions that would apply to every province and state in the Empire; they would require to deal with the examination or qualifications now required in each and make the necessary provision for supplementing each.

Sir WILLIAM ROBSON: Yes, we are here to consider whether these suggestions should be put into a form susceptible for being dealt with by the Conference as a resolution applicable to all Colonies.

Sir WILFRID LAURIER: There is great difficulty as to that, because the point which Sir Joseph Ward has in mind he has partly reached, because he has shown that the British Government here by legislation or otherwise could admit barristers from the Colonies provided they qualified in a certain standard, but to put it conversely, as you say, that is to say a barrister from one country being admitted in another country, for instance in Canada and in Australia, is a thing that is beyond our power.

Sir WILLIAM ROBSON: I may say that it would be scarcely right for the Conference to pass a resolution which should be binding upon the English profession compelling it or inviting it to give advantages to the Colonies which were not accompanied by reciprocal advantages on the part of the Colonies.

Dr. SMARTT: I take it the Colonies to which Sir Joseph made reference would give reciprocal advantages to the English barrister.

Sir JOSEPH WARD: I have just written this to try to meet it.

Sir WILLIAM ROBSON: I should like to see the resolution and to consider it. I should not like hastily to adopt, especially as representing the English Bar for the moment, any resolution that might by my professional brethren be considered prejudicial to their interests without consulting them.

Sir JOSEPH WARD: That is only fair. I will complete the resolution, and in the meantime I would suggest that as we have had a discussion upon it, it should be deferred until we meet again, because I think it is too important to drop. There may be a certain amount of doubt as to how the profession would accept this resolution of their own——

Sir WILLIAM ROBSON: You must not assume that this paragraph, which is stating what England is prepared to do, or what the four Inns of Court are prepared to do, would be treated by them as adequate if it were passed as a resolution by the Conference, operative against themselves only, and not accompanied by any reciprocal advantages.

Sir JOSEPH WARD: I have that at the end, and I shall read it; after the word "considered" add the words "and that similar "terms and conditions should apply for admission of English barris- "ters and solicitors to the Colonial Bar." My desire is to make it fair to both sides and equally applicable.

Sir WILLIAM ROBSON: Sir Wilfrid Laurier thinks Canada may not be willing to agree.

Sir WILFRID LAURIER: I say Canada ought to have no jurisdiction in this matter.

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Reciprocity as to Barristers. (Sir Wilfrid Laurier.)

Sir WILLIAM ROBSON: That is a very important block, and so again with Australia there is an important block.

Mr. DEAKIN: You could not make it conditional, of course?

Sir WILLIAM ROBSON: You may depend upon it that although the English Parliament has, perhaps, a higher and more absolute power over Englishmen than any governing body has over any State, still there are unseen but unmistakable limitations to which Parliament is subject and when it comes up against a profession like the English Bar, it is very apt to discover that its limitations are somewhat substantial.

Dr. SMARTT: Especially as the profession has a considerable number of votes.

Mr. LLOYD GEORGE: Their influence is far-reaching.

Sir WILLIAM ROBSON: The English Bar is extraordinarily well-represented.

Sir JOSEPH WARD: I can only say that in our country there is no profession that stands higher in our estimation than the English Bar; we look upon them as the great representatives of a noble profession in every way, and I do not want to do anything that would in any way either weaken or interfere with any of the rights of the profession in England, very far from it. I would not be presumptuous enough to do anything of the kind, and we are anxious to bring about reciprocity between them upon fair terms only. What I would suggest is, that with the addition of the words I have proposed here, perhaps the resolution might be printed. I do not know whether I have amplified it sufficiently to meet what I have tried to convey, and in the meantime, after it is printed, we might defer it until there is an opportunity of considering it. In any case, I have sufficient common-sense to know that if we propose anything which was regarded by the English profession as adverse to their interests, we could not expect them to conform to it; we certainly do not want to make any change unless it is an act of goodwill on both sides. The matter has been brought forward in New Zealand by some of the very best men in our country, and I am anxious before we go away from this Conference that we should have an opportunity of considering whether we cannot show a little genuine and practical feeling of reciprocity between our countries on both sides of the water.

CHAIRMAN: Can you not put it in such a form as we have had a good many resolutions as would invite that consideration? You speak of getting at the feeling of the Bar, but we certainly cannot get the feeling of the Bar before we separate, as we should probably separate to-morrow. I do not see how it is possible to get very much of an outside opinion, and if you could have worded your resolution so as to meet Sir William Robson's view it would have been convenient.

Sir JOSEPH WARD: I would be very happy to do so and to put it in such a way as to invite a suggestion from them. I do not desire to hurry it. Perhaps it may stand until to-morrow and then in a few minutes we might be able to deal with it.

Sir WILLIAM ROBSON: Yes, I am quite sure that the English Bar would be desirous of doing what they can. I think I may say for the Bar that we have not behaved ungenerously to those who have sought admission to our ranks. Of course the privilege is a very

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valuable one and we have accorded it very freely to Scotch and Irish barristers. The limitations stand against them as much as against our brethren across the seas. There is no differentiation between one who lives in these Islands and one who lives beyond them under the same flag as far as we are concerned, but we have been obliged in order to maintain the peculiar status of the English Bar to be very strict indeed about our regulations as to admission, because it is a very singular status. It means that we have to give up many classes of work that solicitors enjoy; we are restricted in many somewhat singular and peculiar ways and in return we have very exceptional privileges. The Bar is very jealous both of its privileges and of its limitations. It is as keen about its limitations as about its privileges and it would not be in any sectional or purely national spirit that the thing would be considered; it would be considered on very broad grounds. That is why, as far as I am concerned, I would like to see precisely what it is we are invited to do before we took any definite step. I would certainly ask the Conference not to pass a resolution which might bring the government into conflict with the Bar upon a matter of this kind.

Mr. DEAKIN: I suppose you speak now as a member of the government.

Sir WILLIAM ROBSON: As a Member of the Government and as a barrister. I desire to see the Bar and the Government in continual accord.

Mr. DEAKIN: May I suggest as pertinent to this subject a matter which on one of its sides at all events may appeal even to the English Bar. It is rather anomalous that English barristers who have gone to the Outer Dominions, and while there have reached a position which has qualified them to receive silk, some of them receiving it in consequence of having held for some years the highest position obtainable in their States, that of Attorney-General, and adviser to the Governor. They advise him not only as Attorney-General but in an independent capacity in times when he does not desire ministerial but professional advice on matters of serious import to himself. It seems anomalous that those who have been honoured by being made King's Counsel, who are English barristers on their return to this country should find that there is one King in Great Britain and another King in the Commonwealth, and that they have ceased to be His Majesty's Counsel or entitled to that recognition here.

Of course the circumstances are so various that I must not be understood as endeavouring to lay down the doctrine that everyone who is made a K.C. in any part of the Dominions should be qualified here, but would venture to put in as far as this, that unless some disability could be shown, some want of qualification or standing or some particular cause which should deprive a professional man of standing of the honour he has enjoyed in one of the great communities beyond the seas, he should retain his professional rank. I take first of all the case of the English barrister, because it seems to me strange and might naturally appeal to the English Bar. The Colonial barrister has claims also depending on his qualifications.

Sir WILLIAM ROBSON: The same thing is applicable to the Irish and Scotch K.C.

Mr. DEAKIN: But there is always a distinction; I do not know

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that the Irish or Scotch K.C. has been called to your Bar, or that after that he has occupied the position (I take the strongest case I can find) of Attorney-General and of Chief Legal Adviser to the Crown.

Sir WILLIAM ROBSON: Yes. Take my Right Honourable and learned friend, the Lord Advocate; the Lord Advocate would have to submit to the ordinary professional conditions before he practised at the English Bar.

Mr. DEAKIN: Is he not an English barrister?

Sir WILLIAM ROBSON: No.

Mr. DEAKIN: The case I am taking is of an English barrister, a man with the right to practise at the English Bar; I put my strongest case first—the case of a man fully qualified to practise at the English Bar and who has the right to appear in all the Courts. He goes out to one of the dependencies beyond the seas and receives silk either before or after his elevation to the office of Attorney-General, and in one or two cases I have in mind held the office for some years. They come back to England, and although they are English barristers, practising at the English Bar, who have been His Majesty's advisers over the sea——

Sir WILLIAM ROBSON: That is really a matter for the personal discretion of the Lord Chancellor, and if the case of a Colonial K.C. who had been Attorney-General and desired to practise at the English Bar were laid before the Lord Chancellor, it would be a case that would appeal strongly to his discretion.

Mr. DEAKIN: But even so, the resolution does not bear that out. Whether any cases have been before the present Lord Chancellor or his predecessor I cannot say. Going a step further, let me ask your consideration for the barrister who has not been admitted to the English Bar, but is qualified in the Dominions, as we now call them, provided his qualification is, speaking broadly, as good as that required by the Inns of Court, who becomes King's Counsel and comes to Great Britain. Should he not be entitled to have his claims heard? Although I quite admit this is a matter for the personal discretion of the Lord Chancellor, it is one of those cases in which there appears to be a distinction of status drawn between the Colonial and the British professional man. Now unless that is based upon some real difference in qualification or upon some definable distinction, it surely ought not to arise, as I have heard that it has arisen simply because a man who would undoubtedly have received silk if he had been an Englishman, has not received it——

Sir WILLIAM ROBSON: There is no distinction as between Englishmen and Colonists, none. You may accept my assurance on that point, because every observation you are making applies equally to the Scotch and Irish Bar. The Scotch and Irish Bar maintain their regulation against us, and we maintain ours against them. We have certain restrictive regulations amongst ourselves even; we do not allow the member of one circuit to practise in another circuit, and we have all these restrictive regulations, which are something quite outside any question between Englishmen and anyone coming from the Dominions beyond the Seas. It has nothing to do with that, because whatever we did with regard to Colonists we should equally have to do with regard to the Scotch and Irish Bar.

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Mr. DEAKIN: Under similar conditions, most certainly.

Sir WILLIAM ROBSON: It is the generality of the resolution which makes me a little apprehensive about it.

Reciprocity as to Barristers. (Mr. Deakin.)

Mr. DEAKIN: However, if I have enlisted your sympathies in this matter it is sufficient for the present.

Sir WILLIAM ROBSON: It will be very favourably considered by the English Bar and the Lord Chancellor, and the observations you have made, which have apparently some personal reference, I should be very glad to put before the Lord Chancellor.

Mr. DEAKIN: I have done it not for personal reasons, but because, as you know, professional men all the world over are rather jealous of the status they acquire, and if one of their number——

Sir WILLIAM ROBSON: Without perhaps any definite resolution, I will communicate with the Bar Council. I would ask the Conference not to pass any general or sweeping resolution without much greater consideration than we have been able to give to it.

CHAIRMAN: There is one more question. We will put the resolution Sir Joseph Ward has made on record as having been submitted, and then reserve the whole thing. I do not think we shall get further.

Sir JOSEPH WARD: Under the circumstances I am quite agreeable to that course. The resolution will go on record as a suggestion.

Reciprocity as to Surveyors.

RECIPROCITY AS TO SURVEYORS.

CHAIRMAN: And the subject can be reserved for further consideration. As to the other case you mentioned, the surveyors, there is really no difference of opinion about it. In the paper you have from us we quite accept your resolution.

Sir JOSEPH WARD: That is all right.

Mr. BRODEUR: The same objection will apply as far as Canada is concerned to this proposal about the surveyors.

Mr. DEAKIN: That does not disqualify Sir Joseph Ward from moving his resolution, or from its being carried. It only means that we representatives of Federal Governments cannot take any official part in that.

Sir JOSEPH WARD: I will give you my reason in one sentence, but there are many others I could give why I think this resolution should be put on record. We have cases in New Zealand of English surveyors who have come to our country for the purposes of health; they have all the qualifications necessary, but they are not allowed to practice in our country as surveyors. I have read the memorandum from those responsible for circulating it in reference to the matter of reciprocity for the protection of land surveyors and architects, and all I can say in connection with this is that the principal surveyors in New Zealand all belong to the Surveyors' Institute, which is not a mere gathering together of men controlled as explained by the Act of Parliament, but they are most jealous of the privilege of the surveying profession.

Mr. F. R. MOOR: I do not like to interrupt, Lord Elgin, but as there are only one or two delegates here now, and I would like

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to know what has been done with respect to that previous resolution It has not been put in any shape or form.

CHAIRMAN: The last one? It was decided that it should be recorded, and the only resolution upon it was that it should be reserved for further consideration.

Reciprocity as to Surveyors. (Mr. F. R. Moor.)

Sir JOSEPH WARD: What the New Zealand surveyors are anxious to do is this. They want to prevent a man having to commence again, and go over the whole gamut of the ordinary examinations, but they want him to comply, by examination, with all the local conditions, local requirements, and local regulations in the case of a man from England.

CHAIRMAN: Is there any objection to accepting it?

Dr. SMARTT: Before that is accepted, I should like to have the opportunity of seeing some papers we have on the subject, and I have not got a copy here. I understand that what Sir Joseph Ward suggests is that any surveyor who is qualified in New Zealand should, under the reciprocal arrangement to be authorized, if he has satisfied the authorities that he has the necessary knowledge of the local Acts regulations which may be in force relating to the survey of land, &c., be entitled to practise. As far as I am informed, in the Cape Colony the surveyors' examination is an examination of a very high standard indeed, and deals with many matters besides the mere surveying of land, and I would like to have an opportunity, before the Conference came to a resolution upon this, to look at these papers.

CHAIRMAN: It is dealt with in the report from the Surveyors' Institution.

Dr. SMARTT: I have not had an opportunity of reading that.

CHAIRMAN: I think you will see that there they propose to establish an examination which would satisfy those conditions.

Dr. SMARTT: Sir Joseph Ward's resolution does not propose that. He proposes that if a man is qualified as a surveyor in New Zealand, on showing he has a knowledge of the Acts in force in the other portions of the Empire in which he desired to practise he should have the opportunity of being allowed to practise the profession of surveyor irrespective of whether there was a difference in the standards of the examination in the various parts of the Empire. That is a very important thing; it is very much on the lines on which the Solicitor-General has been referring to, the reciprocity among barristers.

Sir JOSEPH WARD: I would only like to say that in New Zealand land surveying is recognised as a profession as much as law, medicine, engineering, or anything else, and it is not (which appears to be passing in your mind) the possibility of a New Zealand surveyor coming to, say, South Africa, that I was contemplating. We can take hundreds of them in New Zealand when we get them, but if they come from England they must go through all the formal examinations that they go through here, and they must conform with all the conditions of the Surveyors' Institute.

Dr. SMARTT: Would it mean that they would have to pass an examination?

Sir JOSEPH WARD: In local regulations.

Dr. SMARTT: If I am rightly informed, our surveyors have to

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pass an examination in other subjects besides the survey of land. You would then have a surveyor coming in saying that he was acquainted with the local conditions, and allowed to practise on much easier terms than those upon which local men would be allowed to practise.

Reciprocity as to Surveyors. (Dr. Smartt.)

Sir JOSEPH WARD: That is not so.

Dr. SMARTT: I will look it up, if you do not mind allowing it to stand over till the next meeting of the Conference. I understand our examination deals with more than mere land surveying.

Sir JOSEPH WARD: This is only to affirm that reciprocity should be established; you cannot give effect to it without legislation.

Dr. SMARTT: Will you put it in the form of the other resolution, that it should be favourably considered? The difficulty is the question of examination. I am all in favour of having the examinations on the same basis, so that they could go wherever they liked, but it is a very serious thing to have one standard of examination for one Colony, and another man passing with another standard in another.

Sir JOSEPH WARD: Have you read my resolution?

Dr. SMARTT: Yes. "That reciprocity shall be established be-"tween the respective Governments and examining authorities "throughout the Empire with regard to the examination and author-"isation of land surveyors."

Sir JOSEPH WARD: Read the last part "subject only."

CHAIRMAN: "Subject only" seems to me to be the difficulty, and surely what the Surveyors' Institution proposes is that there should be an examination or some means of examining a Surveyor in every part of the world up to the proper standard.

Mr. BRODEUR: The last part of the resolution simply deals with the one part of the regulations which have to be passed in each province. In our country each province has the right to deal with the nomination or appointment of certain surveyors, and they have got different regulations according to the province in which they are, and I submit that it would be impossible for us to pass any resolution which would affect that. It is not a matter which could be dealt with by the Federal Authorities; it can only be dealt with by the Provincial Authorities.

Mr. DEAKIN: Some of us are Federal and some are State.

Mr. BRODEUR: Some are Federal, which deals with the lands which are under Federal control.

Mr. DEAKIN: Sir Joseph Ward is not a Federal representative but what we would call a State representative, and so are Mr. Moor, Dr. Smartt, and General Botha. They are qualified to speak on these subjects, where you and I are not.

Mr. BRODEUR: That is the difficulty in which we find ourselves.

Sir JOSEPH WARD: I understand, but as long as you put your position on record you need not give effect to it except by legislation. They have to comply with the Local Acts.

Mr. BRODEUR: You would have to put your resolution a little broader than it is at the end there "subject only to his satisfying the

"Government or existing examining authority of the Province or "State."

Sir JOSEPH WARD: Very well—of the Province or Country or State.

CHAIRMAN: May I suggest that you would be satisfied with this resolution: "That it is desirable that reciprocity should be estab- "lished between the respective Governments and examining authori- "ties throughout the Empire with regard to the examination and "authorisation of land surveyors, and that the Memorandum of the "Surveyors' Institution on this subject be recommended to the "favourable consideration of the several Governments."

Dr. SMARTT: That meets it.

Sir JOSEPH WARD: That may mean it could not be done at all.

CHAIRMAN: On the contrary, I think it is very practical.

Sir JOSEPH WARD: Very well.

CHAIRMAN. That has been circulated to the members.

Sir JOSEPH WARD: You leave everything out after what?

CHAIRMAN: After the word "Surveyors" and insert "and "that the Memorandum of the Surveyors' Institution on this subject "be recommended to the favourable consideration of the several Gov- "ernments." That seems to me a very practical way of carrying out what you wish.

Dr. SMARTT: I should think that meets it. Our difficulty is the same as the difficulty of the Surveyors' Institution of England. We are one of the few Colonies with a severe examination in connection with land surveying, not alone in reference to the mere surveying of land, but in connection with the other matters referred to by the Surveyor's Institution, and it would not do to allow the ordinary qualified land surveyor who had not studied the other subjects to come in and compete on even more favourable terms than our people who had studied these subjects. It is not our desire to prevent anybody from any part of the Empire coming in so long as we can arrive at a fair test.

Sir JOSEPH WARD: I am quite agreeable to accept that.

CHAIRMAN: Will that do, Mr. Brodeur?

Mr. BRODEUR: I do not think it would be possible for us to agree, because it would be asserting a right which we have not got at all. The Provinces have more rights than we have got ourselves.

CHAIRMAN: We are not saying that you have at any rate; we only say that it is desirable that we send up the paper for consideration.

Mr. BRODEUR: Then we might add a clause by which this matter be reserved for consideration.

CHAIRMAN: Yes.

Mr. DEAKIN: I quite agree with Mr. Brodeur that this is not a question we are entitled to speak upon with authority. I spoke on the previous question as a member of the legal profession.

CHAIRMAN: Shall we adopt it in that form?

Mr. BRODEUR: Will you please read it again?

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Reciprocity as to Surveyors. (Mr. Brodeur.)

Resolution XVI., p. ix.

CHAIRMAN: "That it is desirable that reciprocity should be established between the respective Governments and examining authorities throughout the Empire with regard to the examination and authorisation of land surveyors, and that the Memorandum of the Surveyors' Institution on this subject be commended to the favourable consideration of the several Governments." That sends it to everybody.

Mr. BRODEUR: Would that include both the Federal and the Provincial Governments?

CHAIRMAN: Yes, they are the examining authority.

Sir WILFRID LAURIER: That is a pious wish and nothing else.

CHAIRMAN: The subjects for to-morrow are Naturalization, the Extension of British Interests in the Pacific, Imperial Cables, and there is the Notice which Mr. Deakin handed in this morning; he also wishes to refer again to the organization of the Colonial Office, and I would like to get the final decision of the Conference with regard to the publication of the proceedings. That as far as I know is everything except two things, one, a Universal Penny Postage, on which I wish to know what Sir Joseph Ward wishes to do, and the two subjects which have been discussed at the Treasury—Double Income Tax and the profit on silver coinage.

Sir WILFRID LAURIER: Then certainly we will not go through all that programme to-morrow.

CHAIRMAN: A good many of them are quite short.

Sir WILFRID LAURIER: But a good many of them would be long.

CHAIRMAN: I do not know how we are to go through them any other day.

Adjourned to to-morrow at half-past 10 o'clock.

FOURTEENTH DAY.

Fourteenth Day. 9th May, 1907.

HELD AT THE COLONIAL OFFICE, DOWNING STREET, THURSDAY, 9TH MAY, 1907.

PRESENT:

The Right Honourable THE EARL OF ELGIN, K.G., Secretary of State for the Colonies (President).

The Right Honourable Sir WILFRID LAURIER, G.C.M.G., Prime Minister of Canada.

The Honourable Sir F. W. BORDEN, K.C.M.G., Minister of Militia and Defence (Canada).

The Honourable L. P. BRODEUR, Minister of Marine and Fisheries (Canada).

The Honourable ALFRED DEAKIN, Prime Minister of the Commonwealth of Australia.

The Honourable Sir W. LYNE, K.C.M.G., Minister of Trade and Customs (Australia).

The Honourable Sir JOSEPH WARD, K.C.M.G., Prime Minister of New Zealand.

The Honourable L. S. JAMESON, C.B., Prime Minister of Cape Colony.

The Honourable Dr. SMARTT, Commissioner of Public Works (Cape Colony).

The Right Honourable Sir ROBERT BOND, K.C.M.G., Prime Minister of Newfoundland.

The Honourable F. R. MOOR, Prime Minister of Natal.

General The Honourable LOUIS BOTHA, Prime Minister of the Transvaal.

The Right Honourable WINSTON S. CHURCHILL, M.P., Parliamentary Under Secretary of State for the Colonies.

Sir FRANCIS HOPWOOD, K.C.B., K.C.M.G., Permanent Under Secretary of State for the Colonies.

Sir J. L. MACKAY, G.C.M.G., K.C.I.E., on behalf of the India Office.

Mr. H. W. JUST, *C.B.*, C.M.G.,
Mr. G. W. JOHNSON, C.M.G., } *Joint Secretaries.*

Mr. W. A. ROBINSON,
Assistant Secretary.

ALSO PRESENT:

The Right Honourable D. LLOYD GEORGE, M.P., President of the Board of Trade.

Mr. H. LLEWELLYN SMITH, C.B., Permanent Secretary to the Board of Trade.

Mr. A. WILSON FOX, C.B., Comptroller-General of the Commercial, Statistical, and Labour Department of the Board of Trade.

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Mr. G. J. STANLEY, C.M.G., of the Board of Trade.
The Right Honourable SYDNEY BUXTON, M.P., Postmaster-General.
Mr. H. BABINGTON SMITH, C.B., C.S.I., Permanent Secretary to the Post Office.
The Right Honourable HERBERT GLADSTONE, M.P., Secretary of State for the Home Department.
Sir MACKENZIE D. CHALMERS, K.C.B., C.S.I., Permanent Secretary to the Home Office.
Mr. J. PEDDER, of the Home Office.
The Right Honourable H. H. ASQUITH, M.P., Chancellor of the Exchequer.
Mr. W. BLAIN, C.B., of the Treasury.

Imperial Surtax on Foreign Imports.

IMPERIAL SURTAX ON FOREIGN IMPORTS.

CHAIRMAN: Gentlemen, the first resolution on the Agenda is one that was submitted yesterday by Mr. Deakin. Mr. Lloyd George has been good enough to attend at some inconvenience, as he is due in the House of Commons at half-past eleven, so perhaps it will be possible to expedite the proceedings as much as possible in order that he may leave.

Mr. DEAKIN: Lord Elgin and gentlemen: In order to permit us to enjoy the inestimable advantage of hearing the President of the Board of Trade without any loss of the time at his disposal in listening to me, I will confine myself in submitting this resolution, to a very few general remarks. I think his cross-examination yesterday helped to elucidate the matter very well. If I understand the position, what we have arrived at is this. His Majesty's Government for various reasons says that any consideration of trade preference is impossible, that nothing is to be done in that direction. That disposes of one of the branches of the means which we favour as tending to promote Imperial unity—the same unity in times of peace and in industrial matters as are necessarily required for self-preservation in times of war. From the same motives, therefore, we now proceed to some allied propositions which make for preference of British citizens by British citizens, of British purchasers by British sellers, and of British consumers by British producers. We gather generally that on this question, at all events, His Majesty's Ministers in this country have an open mind. Indeed, there were sympathetic references made both by the Chancellor of the Exchequer and the President of the Board of Trade to these other means of facilitating intercourse, increasing inter-Imperial trade, and obtaining the advantages which flow from those very desirable developments.

We seem to be agreed that something has to be done to provide increased facilities for communication by mail steamers, with their attendant increased facilities of communication for travellers; improved cable communication which means cheaper cable communication and more of it; the lowering of such charges as those levied in the Suez Canal, with which Sir Joseph Ward has exhaustively dealt, and kindred propositions, which, raising no fiscal question, imply the extension and enhancement of our present means of communication and trade. The great advantage of this development, especially of

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communication, is that it benefits both ends and any intermeidate dominions. It cannot be said that the Mother Country is not herself most deeply interested in this question, even if for the moment we looked upon the Mother Country as severe in her special interests from her Dominions over the Sea. Here is the centre of all communication; every mode of communication has shares of its benefits and confers the greater share in this country. Consequently, the money expended on improving means of communication, whether by ship or by cable, are directly to the advantage of the industries and the people of this country. They are also advantageous at the other end to our interests. Now, I think, in matters of communication our differences in population are measured by the proportionate gain which accompanies them, or, in other words, that the expenditure of the Mother Country in such matters, if in proportion to its population, would at least be met by proportionate benefits from this means. So also in the case of cables and of the general charges imposed on British commerce, not only those levied at the Suez Canal, but any others which tend to diminish the full use of present opportunities. They may be assessed either by population or trade. Having got to that stage, the next question is: How shall such propositions be given effect to? How shall they be realised? What concrete shape shall they assume? It has always been possible for individual Dominions, or several together, to approach the British Government or each other in regard to postal contracts, or in relation to cables, by going the length even of State ownership to provide for conjoint action. I think that on the whole, speaking generally, the postal contracts which have been made have been well worth the money expended upon them—exceptions excepted—and that they still continue to be well worth the money spent upon them, although the mere postal interest is, if anything, less than it ever was before. It is always tending to become less, so great are the other advantages associated with the use of swift and up-to-date steamers with their advantages for the travelling of persons and for the carriage of goods which can afford to pay rather higher freights. These count really for very much in modern postal contracts. We have come to that stage when I understand His Majesty's Government are prepared to consider propositions of this sort, but if they are considered only in an individual fashion with the particular Dominions concerned, we shall have made no advance on the methods which have been employed for many years past. Surely the opportunity has come when we can make a real advance on those methods. Without this Conference, and without more than a general discussion, something may be done now to help us all after this Conference. Is not our duty to seize the opportunity while we are here to consider the means by which the consideration of inter-Imperial business questions may be made more pressing and immediate as well as practical? This resolution suggests one means to that end—the means originally proposed by Mr. Hofmeyer, afterwards further developed by Sir George Sydenham Clarke, and I think further simplified in the proposal which I now lay before this Conference. This implies first of all some fund out of which we can finance any useful general agencies. Next, after creating a fund, although that inverts the usual order of proceedings to some extent—while obtaining it you draw your representatives together for the special purpose of dealing in a simple business fashion with a series of business pro-

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positions which may refer to any one of the things I have mentioned, or to any other projects of the same character which are regarded as of Imperial importance, and to which two or more governments, counting the United Kingdom and the parts of the Empire represented, may be able and may desire to combine for the common good. The representatives will meet for that practical purpose, sift these business proposals from a business standpoint, closely examine their cost, carefully consider the returns to be obtained, and look at all the associated consequences, and then prepare schemes, some of which will interest only the United Kingdom and a particular dominion, others the United Kingdom and two or more, others can perhaps be devised which would interest them all. Then those propositions require to be submitted to the Legislatures affected before they can be endorsed. So that what we get is, first of all, a fund; next the expert consideration on a business basis of the means of employing that fund. So when the several Parliaments came to deal with it they would be fully equipped to judge these propositions, to accept or reject them as they please, or perhaps modify them by referring them back, the proportionate contributions of each being scrutinised by each party. It is not necessary to work that out now in detail. At all events, we should be face to face with the certainty of having money to spend for Imperial purposes, and practical proposals how to spend it after thorough examination had satisfied the different Legislatures. I can see no interference with self-government, or with fiscal policy. First of all, the amount suggested by Sir G. Sydenham Clarke is only one per cent., and that amount need not be levied on the goods, but provided by contribution.

Mr. WINSTON CHURCHILL: By subvention.

Mr. DEAKIN: Yes, so that the fiscal question cannot possibly arise. I see the President's estimate yesterday was quite correct. It is reckoned roughly speaking, on a recent year at 4,600,000*l.*—it would be higher this year when every return is higher—but, taking it roughly, four and a half millions one year with the other, as a rule, would be likely to be made available on that scale. You are not obliged to spend that each year, but could carry it on, if necessary, and accumulate it for a particular purpose, either for a series of expenditures year by year for the one purpose, or by a capital outlay. I need not go into details. I think I have made the general sense quite plain. It is to bring us to a point, if possible, and to give a positive character if we can and a direct impulse to these means of action already approved by the Government. I think there is a great deal to commend this, or I should not lay it before the Conference. Allow me to say that not only have I no proprietary rights in the proposition, but if I had, I should recognise that this was not a developed plan to stand upon at all. Any amendment which will make it more effective, and any reshaping of it which would accomplish the same end, would commend itself to me. It would only then become a question of degree, which was the speediest and most practicable form to give it. I am not wedded to it. But we do want, as it seems to me, some means of concentrating the consideration of all the legislatures upon these Imperial problems.

Mr. LLOYD GEORGE: I should like to know something about your idea of the administration of the fund.

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Mr. DEAKIN: If the contribution of a particular Dominion were so many hundreds of thousands of pounds, shillings and pence, the arrangement would not be that that amount should be spent merely upon the Dominion in question, but the principle observed would be that practically to all intents and purposes each community would control and see expended the amount of its contribution with its own consent.

Mr. WINSTON CHURCHILL: Do you include Imperial defence among "Imperial purposes"?

Mr. DEAKIN: Not these Imperial purposes, though that was the original proposal. Mr. Hofmeyr put Imperial defence first. That was afterwards deflected to industrial proposals of this sort, because defence was found to raise a great many difficult questions; even so ardent an enthusiast for Imperial defence as Sir George Sydenham Clarke abandoned that side of the proposal and devoted himself to this kind of proposal. My idea, therefore, is that practically the whole sum contributed by the United Kingdom should be disposed of by the Parliament of the United Kingdom as it approved schemes, speaking roughly, to that extent. Certainly none of its money could be expended on anything else without its consent. Without requiring the fund to be kept to a shilling or a penny, each Parliament would control its own contribution and require to give its own consent to its use.

Mr. WINSTON CHURCHILL: Supposing the contributions of any particular parties to this agreement were not expended in a given year.

Mr. DEAKIN: Carry them forward.

Mr. WINSTON CHURCHILL: Or supposing a proposal was made that they were to be expended in a particular way, and the Parliaments refused to ratify it, the sum would be carried over and roll on.

Mr. DEAKIN: Accumulated until some project was arrived at which met with the approval of that particular legislature or until the agreement to make such a levy expired. This is very far from being an Imperial federation, very far from creating a body having authority either to raise money or spend money after it is raised. It is quite apart from any proposition to interfere with self-government. I admit that at once, and also admit that any endeavour to bring about co-operation in this way, when a number of legislatures are concerned, is open to all the criticism suggested by our knowledge of the difficulty of getting them to act together. But we give them at least a means and motive to act together; we bring proposals before them and put the responsibility on the proper shoulders. We enable their electorates to say whether they will refuse to combine for Imperial purposes or not. We cannot do more than appeal to the people and the legislatures, and put the responsibility on those who decline to co-operate. As it seems to me, the great value of this proposition or any similar proposition is first, that it points to action, and next, to practical action. It favours immediate action, and if that action is not taken and that co-operation is not brought about, it puts the responsibility on the right shoulders. Let us know which are the peoples who refuse to act and why they refuse to act with their kindred. These are business propositions, and will have no party character. To cheapen a cable or make a new cable,

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establish or not establish a new line of steamers, are business propositions which do not involve any party quarrel between the legislatures or parties concerned. They can only say, "this is not suffi-"ciently remunerative; that is not sufficiently practical; we are "paying too much for it; here is a better scheme." The whole consideration would turn upon questions of pounds, shillings, and pence. Such projects would not involve fiscal policy or impair self-government, but provide a means for common action, and in that way bring pressure to bear in favour of action. I do not discuss who pays the tax, how proportions are to be established, or anything about all those questions of detail. But, in order to fulfil my undertaking, I conclude with this brief exposition, and will answer questions as well as I can, if asked to make it complete.

Mr. LLOYD GEORGE: Lord Elgin, and gentlemen, I am exceedingly obliged to Mr. Deakin and the Conference, for allowing me to take this matter first, because I have my Patents Bill in the House of Commons, and have to attend to the piloting of it through Committee.

The Chancellor of the Exchequer, in his speech last week, stated very clearly that the Government were quite prepared to consider, and to consider favourably, with a view to action, any workable scheme for improving Imperial inter-communications, and I understand that this proposal of Mr. Deakin's is a response to the appeal Mr. Asquith made for a workable scheme. As Mr. Deakin has put it, it is a business proposition.

The first thing I point out—is that this is not exactly Mr. Hofmeyr's proposal, and I do not think it is Sir George Sydenham Clarke's proposal.

Mr. DEAKIN: No; both of them had in mind an Imperial Council.

Mr. LLOYD GEORGE: Yes, but from another very important point of view Sir George Sydenham Clarke's proposal, and Mr. Hofmeyer's, were, I thought, more or less on the same lines. I understand that they proposed that a fund should be raised for Imperial purposes, but first amongst the Imperial purposes they placed the question of Imperial defence.

Mr. DEAKIN: Sir George Sydenham Clarke, in the latest development I have seen of his proposal in one of your reviews, withdrew the proposal for defence altogether.

Mr. WINSTON CHURCHILL: Do you know what reasons he gave?

Mr. DEAKIN: The note I have of what he said was "that the "difficulty of dealing with naval defence on an Imperial basis is very "great. The Navy alone stands in the position of being a ubiqui-"tous guardian and a proof of Empire, but its functions are in-"adequately understood at home, and far from being realised in "Great Britain and the idea of an Imperial Navy to which all con-"tribute, must, for the present, be abandoned." That was said in a speech when he was Governor of Victoria, at Melbourne.

Mr. LLOYD GEORGE: I only point out that Imperial defence was an essential part of the scheme put forward by Mr. Hofmeyr, and I thought by Sir George Clarke when he proposed a levy of this kind. Otherwise they would not have dreamt of raising a sum of 5,000,000*l.* merely for the purpose of cables and matters of that sort.

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Mr. DEAKIN: I merely suggest 1 per cent. as he did.

Mr. LLOYD GEORGE: But that is a rather important element for us. If Imperial defence were part of the scheme, it would be an admirable business proposition for us, because the contribution of the Colonies in proportion to population is something like one third of ours. We, at the present moment, are contributing about 33,000,000*l.* to the Imperial Navy. I forget what the Colonies are subscribing; it is something like half a million. So, as a business proposition it would be a very admirable one for us because, if the money is to be brought into a general fund, and we are to divide it in these proportions, we should get about seven or eight millions of money out of it towards Imperial defence. But that I do not gather to be Mr. Deakin's idea, which is that this money should be spent purely for the purpose of improving transport communication and cables and matters of that kind. That is a very desirable object in itself, as I have already stated, but I do not want to enter upon that again; I adhere to everything I said before. Mr. Churchill points out, too, that the establishment in the Colonies of a service corresponding to our consular service in foreign countries is another scheme which has for its object the development of the trade of the Empire as a whole. But what does this proposal of Mr. Deakin's really mean? It means that the United Kingdom would contribute 4,500,000*l.* My figure was correct yesterday, but I over-estimated the contribution of the self-governing Colonies, and I find that the Australian Commonwealth would contribute 100,000*l.*, New Zealand 20,000*l.*, Canada 400,000*l.*—although the population of Canada is only about 1,500,000 above that of the Commonwealth, they would contribute four times as much—Newfoundland would contribute 6,000*l.*; Cape Colony would contribute 40,000*l.* Natal would contribute 26,000*l.* Now, it is obvious that is not merely an unfair, but a grossly unfair, contribution as between the Mother Country and the Colonies.

Mr. DEAKIN: But each spends its own money.

Mr. LLOYD GEORGE: And it is also an unfair distribution of burdens as between one Colony and the other.

Mr. DEAKIN: Each spends its own money.

Mr. LLOYD GEORGE: We do that now, and are doing it now. We are spending 33,000,000*l.* upon Naval defence. As I said before, we are willing, if there is a working scheme put forward, to assist in developing communications. But this seems to me to be an unfair, unjust, and unbusinesslike response to the appeal made by the Chancellor of the Exchequer.

Mr. DEAKIN: Although you vote your own money for your own purposes?

Mr. LLOYD GEORGE: But then I do not see the object. Either this means what it says, or it does not. We are to pay 4,500,000*l.* and the Cape 40,000*l.*

Dr. SMARTT: The foreigner pays, and we do not.

Mr. LLOYD GEORGE: If we really drag the fiscal question into it, I do not think we shall come to an end. You are to find 40,000*l.* and Canada is to find 400,000*l.* You may depend upon it, if you or Canada thought you could get an extra 40,000*l.* or 400,000*l.* out of the foreigner, surely you would try to get it. I do not doubt that

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at all. But no doubt you have already gone to the limit—the highest point at which you think that revenue is consistent with imposing burdens on somebody else. However, I do not want to enter into that.

Now, take the benefits to be derived out of it. I am certain there would be a very considerable benefit to the Empire as a whole; we would benefit, the Colonies would benefit, each individually, and the Empire, as a whole, would be the richer for it. I am confident of that. But the experience of Canada has proved that, while preference has undoubtedly stimulated trade between the Mother Country and the Dominion, the relative effect on Canadian export trade, as a whole, has been much greater than that on the export trade of the United Kingdom. The only advantage of this proposal, if I may say so, is this: I think that it is useful as furnishing almost with mathematical precision Mr. Deakin's ideas as to the proportion of the burden of Imperial preference which should be borne by the Mother Country and by the self-governing Colonies respectively.

Mr. DEAKIN: Pardon me, I do not think it has the slightest relation to it.

Mr. LLOYD GEORGE: This is how it works. We are to contribute 4,500,000*l.*; the self-governing Colonies are to contribute all of them put together under 600,000*l.* I said yesterday we should have to put down 5*l.* for every 1*l.* the Colonies put down. I was wrong. We should have to put down 7*l.* 10*s.* for every 1*l.* provided by the Colonies.

Mr. DEAKIN: On this year's returns or what year?

Mr. LLOYD GEORGE: On the returns of 1905. That I think is a very unfair and improper proportion for the Mother Country to be asked to bear. I mean that we should get half the benefit with sevenfold the burden.

Mr. DEAKIN: Who said half the benefit?

Mr. LLOYD GEORGE: Preference invariably means that. It is a greater development for the trade of the Colonies than for ours. It would be an advantage to us, but not the same advantage to us as to the Colonies.

Mr. DEAKIN: Surely you are applying your reading of one particular preference by means of reduced duties in your favour, to cable services, mail services, and services of that kind undertaken each on its own merits. There is no proportion and no connection one with the other.

Mr. LLOYD GEORGE: I am perfectly certain of this: it would mean a good deal more for the trade of the Colonies than for us. I am not putting it as an argument against you, but on the contrary as an argument in favour of it.

Mr. DEAKIN: A cheap cable service cannot mean just as much in value to a small dominion as to this country.

Mr. LLOYD GEORGE: No, it means that we should shift our trade very largely, and I think that would be an advantage from the Imperial point of view. Instead of trading to a certain extent with, for instance, the Argentine, we should trade with you. The benefit from the Imperial point of view would be great. You would develop your trade enormously. All I say in a proposition of that

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sort is that you ought to contribute at any rate equally—I am not putting it higher than that.

Dr. JAMESON: You are going to take the trade by this proposition from the Argentine to the British Colonies. By so much as you transfer it, the less will be the money you will pay to this fund, the fund will be smaller.

Mr. DEAKIN: That is another point.

Mr. LLOYD GEORGE: But to what extent?

Dr. JAMESON: Exactly to the extent you say.

Mr. LLOYD GEORGE: To the extent of one per cent. Our imports of manufactures would be practically unaffected.

Dr. JAMESON: It is on the manufactures you introduced into this country.

Mr. LLOYD GEORGE: Yes, practically unaffected by a proposal of this kind.

Dr. JAMESON: That brings in the point that you will probably make them yourselves.

Mr. LLOYD GEORGE: That is quite a different question.

Dr. JAMESON: Not different, merely a bigger part of the same question.

Mr. LLOYD GEORGE: But the proposition as it stands at the present moment, is that we should, if we prefer it, make an equivalent contribution instead of levying one per cent. on our imports from foreign countries. That means upon the present basis of our fiscal policy a contribution of 4,500,000l. as against 600,000l. by the self-governing Colonies. I do not think the thing is workable for a moment.

Mr. DEAKIN: May I say that I am not altogether surprised at the nature of the reply, but entirely surprised at the line of argument which has been pursued. I have never heard more fallacious and transparently inapplicable comparisons applied from one set of circumstances to a different set of circumstances than I have just listened to. I must say that to attempt to take the consequences of alterations in our several schedules of duties as a measure of what you are to gain by some unknown and yet undefined mail service or cable service improvement, a reduction in canal dues, or anything of that sort, is perfectly futile. If such reasoning carries conviction to anyone, it certainly does not to me. I laid no stress upon the particular amount of 1 per cent. I took that from Sir G. Sydenham Clarke for the purpose of launching the proposition, as I thought I carefully explained. But the worst fallacy of all is, that because each country is to dedicate a certain amount towards Imperial purposes, therefore, of course, there must be some proportion either of population or other proportion between those amounts. There is no necessity for any proportion whatever in the amount paid by each to its fund while that fund remains, as I said, under the control of the people who raise it and who spend it only as they think fit for their own interest. If they do not think a project is in their own interest, they do not spend it; if they do think it is for their own interest, they spend what may be necessary upon it. They do that only when they believe the benefits to be gained will reward them for their own investment of their own fund.

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Mr. WINSTON CHURCHILL: But meanwhile they would have to raise the sum of money every year by the taxation of the year, and if they do not spend it, it would accumulate steadily in a fund.

Mr. F. R. MOOR: Why accumulate it? You could earmark it.

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Mr. DEAKIN: I have only put forward this method of arriving at an Imperial fund in a tentative experimental way. As I thought I took care to say, I am not wedded to this particular form of contribution. What I want to see are Imperial contributions for Imperial purposes, to be approved by each Legislature, and I take it that the fact that each Legislature had to give its approval to the expenditure of its own money is quite a sufficient guarantee that it will be expended fairly according to the judgment of those composing that Legislature. In fact, that is the way we spend all our money now.

Mr. WINSTON CHURCHILL: Then, under your proposal, there would be no obligation for any of the parties to the union to make any payments in pursuance of the agreements into which they have entered.

Mr. DEAKIN: The obligation on each party would be to set apart whatever sum was mutually agreed upon for Imperial purposes for a given period, or until the arrangement was altered by consent. That would be binding for the period named, but whether any or all of that fund shall be applied, to what purpose it shall be applied, and in what proportion as compared to the other contributors it shall be applied, would rest wholly under the control of the Legislature concerned. So that this proposition would do nothing more, if adopted, than indicate one means by which revenue might be raised for Imperial purposes by all the Dominions, unless they chose to substitute equal subventions; I do not put it any higher than that. I said this or some similar proposal would give you an Imperial fund for business purposes that would be dealt with in a business-like way. When I have said that it seems to me I have disposed of the whole of the argument of the President of the Board of Trade. He persists in assuming that I propose that these Legislatures should in some mysterious manner be moved to vote their own money for unbusiness-like proposals and in unfair proportions. We are to get all the benefit and the United Kingdom is to bear all the loss of all our agreements whatever they may be. I had no such proposition in my mind, and would not support a proposition which would work out in that fashion. It is left to each Legislature to decide how they should spend their money, and how much money they should spend. What better security can there be? Again, even if the argument had discovered a defect in the particular system of raising the money, it does not point to a defect in the principle I am concerned to maintain. This is, that if we remain as we are, dependent upon individual negotiations between one or two governments concerned in occasional arrangements, we shall be in no better position after this Conference than we were before it.

I have submitted this in order to see if we can discover some means by which an Imperial fund may be raised for Imperial purposes, without diminishing in any way the self-governing powers of the different dominions. They are to remain just as free and independent in their financial control of their portions of this fund as they are now. These portions would be earmarked as the total fund

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would be earmarked. No one else could poach upon it. But they would have the impulse of a common Imperial movement and the control individually of a collective Imperial fund, if such can be raised, and then the responsibility first of sending their representatives to consider business propositions in a business-like way, and then of adopting, rejecting, or amending these propositions. What is there unfair or unconstitutional in that? May I once more say that the whole criticism of the President of the Board of Trade assumes the most unbusiness-like propositions to be considered in the most unbusiness-like way, and voted for by the several legislatures affected to their own undoing and for their own loss?

Sir WILFRID LAURIER: Lord Elgin and gentlemen, this proposition to me is not new at all. It is quite familiar. It is the old Hofmeyer proposal with a new suit of clothes on, and the modification which has been introduced by Mr. Deakin does not alter at all the fact that this proposition has been now for some 15 years before the British Empire and has not commended itself, so far as I know, to any one of the component parts of it.

If I understand the meaning of this resolution aright, it would simply mean this—Mr. Deakin will correct me if I am wrong—and this seems to be the logical consequence of it, that it would imply that the British Government would have to pay a duty of 1 per cent. upon their imports, and that it would be left to the other legislatures to supply the same amount if they please.

Mr. DEAKIN: No, the intention is that any member, the United Kingdom, or any other, could make an equivalent contribution.

Sir WILFRID LAURIER: Exactly, but what is to determine the equivalent contribution if it be not the contribution of the United Kingdom?

Mr. DEAKIN: A calculation of 1 per cent. upon the foreign trade of each.

Sir WILFRID LAURIER: Exactly, but it is not a calculation. This resolution is: "This Conference recommends that in order to "provide funds for developing trade, commerce, the means of com- "munication, and those of transport within the Empire, a duty of 1 "per cent. upon all foreign imports shall be levied or an equivalent "contribution made by each of its Legislatures. After consultation "between their representatives in Conference the common fund shall "be devoted to co-operative projects approved by the legislatures af- "fected with the general purpose of fostering the industrial forces of "the Empire so as to promote its growth and unity." What is to determine this equivalent to be contributed by the different Legislatures, if it be not implied by the contribution of the 1 per cent. levied by the United Kingdom. The United Kingdom would levy 1 per cent. upon its imports which would produce so many millions—10,000,000*l.*, 12,000,000*l.*, or 20,000,000*l.*—and then the Legislatures would contribute an equivalent to that. That seems to me a very serious objection to this scheme.

I pass from this consideration and say that in its shape I do not think it could be acceptable to anybody here. But I look now to the purpose which Mr. Deakin has in view of creating a general fund. I objected the other day when the matter was brought to our attention that in Canada we would not touch our tariff at all. We have just spent considerable labour upon it, and would leave it as it

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is. But Mr. Deakin says: "Then contribute as you please." There is objection to it, as I pointed out. I do not see what amount we are to contribute to this matter unless we take the contribution of 1 per cent. by the British Treasury by means of this imposition.

I come now to the second part. You want to create an Imperial fund. If Mr. Deakin permits me with all deference to say so this is a very hazy proposition to create a general fund for certain purposes, indefinite, undetermined, and as to which we shall have to cudgel our brains as to how to employ the money thus raised. I prefer to come directly to the point. There are Imperial projects of magnitude which we can consider. Cables are one; improvement in navigation is another. If we agree on this particular point before we separate that it would be an advantage to create more cables and add to the cables we have already or extend the Imperial cable we have. For my part, I am quite ready to consider the proposition that each of those interested at all events—perhaps South Africa or other parts would not be—should agree to contribute a certain amount. Or if you have a scheme, for instance, for improving navigation and communication between all parts of the British Empire, a scheme which seems to me most worthy of consideration, it would be a stronger bond of union at the present time than anything we could devise. If we had a rapid up-to-date line of communication by which we combined the whole of the British Empire here represented, it would do more towards unity than anything you can devise. For anything of that sort I am prepared to say—and the people of Canada will be ready I am sure to say so too—that we will put our hands into our pockets for the promotion of such an object, as would Australia also, and New Zealand I believe. Therefore I say it is better to come directly to an issue, and take the cable issue, say, this year, another issue next year, and so on. But I cannot agree with the proposal of Mr. Deakin, and I give my view in all frankness on this matter.

Sir JOSEPH WARD: Lord Elgin, and gentlemen, my sympathies are entirely in the direction Mr. Deakin is urging, and I want, with him, to do everything in my power to assist in the bringing about the preferential trade within the Empire, because—and I do not want to go over the same ground again—I think it is in the best interests of the Empire. The more I think of it, the more I do not like the idea of a surtax, for more than one reason. Why? Under this proposition, if 1 per cent. surtax were levied, it would bring from New Zealand 2,000*l*. a year. From the point of view of assisting in bringing New Zealand into closer union with the Old Country, in my view, 20,000*l*. a year is a mere drop in the bucket, and quite inadequate, so instead of 1 per cent. as our contribution we would probably have to have 5 per cent. or 2½ per cent. to produce something greater, whether that be 50,000*l*., 60,000*l*., 70,000*l*., or perhaps 100,000*l*. a year, to do what we require to do in connection with the important matter of shipping connection alone in order to bring our country closer to the Old World. Once I, as representing New Zealand, commit myself to this proposition of Mr. Hofmeyr's, or rather Mr. Deakin's altered one, I am going to embark in an unknown future undertaking as far as New Zealand goes, with the undoubted sequence to this proposal of a higher rate than 1 per cent. being imposed upon our country. I am not prepared at present to do that. In New Zealand, we have had some experience of surtaxes,

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I recall right back in my own early history in Parliament in our own country the fact that the Government of that time imposed a 2½ per cent. overriding duty upon all articles imported into the country, dutiable and free, for the purpose of assisting the revenue generally. It was a most disliked tax. Though there was not universal approval given to it, and no departure from the principle of those who held Free Trade views, it was looked upon probably as an expedient and at the time necessary thing to do, but it had not been in operation twelve months when all sides were very strongly opposed to it, and the Government of the day had to take the tax off. It was one of the first things the Government of which I was a member then, and am now, had to remove. Having supported the putting into operation of that surtax in New Zealand, it was found to be exceedingly unpopular amongst the mercantile and farming world and amongst all classes in our country, and we had to take it off. I take these figures given by Mr. Lloyd George for the purpose of my argument. No doubt they are prefectly correct; 20,000*l.* a year for a contribution to a fast mail service from New Zealand to London would be quite inadequate, and instead of 1 per cent. I am perfectly certain our Colony would have to make provision for a very much larger charge. I am not discussing the principle, but the working of it out from the point of view of what I can foresee would arise in New Zealand. Another thing why I do not like it—and this is the point which, since it was mentioned yesterday, has been passing through my mind from time to time. We have already in New Zealand imposed a higher duty against foreign importations than against British on certain articles, ranging from 20 per cent., and some articles are admitted free from England with a duty put against things from foreign countries on our free list independent of that. . We are anxious to turn the current of foreign trade to Great Britain and the Colonies. In this next session of Parliament, to which I am going back, we are submitting the revision of our customs tariff, and this policy will underlie our tariff to some extent. If we succeed in stopping the importation of goods from foreign countries who give us nothing in return for what we do now in the way of remission of duties, by treaties, or anything else, upon whom are we going to levy our 1 per cent. or whatever we decide to put on in the way of a surtax? We are going to put it every time against the Britisher. The object Mr. Deakin has in view I am in sympathy with, and would sincerely like to be able to support him in this proposal, but it would, as it occurs to me, have an injurious effect, and as it struck me when first I heard the proposal here I really do think it would tell against us in the advocacy of preferential trade with different portions of the British possessions in the future.

I think we ought to have something definite if possible before we leave this Conference upon the important matters of inter-communication and other subjects I referred to, and I should like to hear the British Government say they are prepared to provide, say half a million of money as a contribution towards these matters, the Colonies in turn coming in with a fair proportion, the whole amount not to be put up unless we gave our fair proportion towards bringing about an Imperial and Colonial mail service, improved cable service, and so on. With all deference to those responsible for the outward traffic from England through the Suez Canal to the Colonies, I suggest it would be a good thing to have a bounty system or

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something of the kind, or a percentage of contribution to the steamers carrying cargoes. I am not suggesting anything in the matter of passengers because I think the practical side of getting our products through the Suez Canal is altogether of greater importance than anything else we can suggest. If we could give a tonnage contribution of some kind so as to make it possible for these tramp steamers to work with Australia and New Zealand through that canal —a contribution by way of bounty if you like—I think would be a very fine thing to do. If the British Government would say that in order to ensure a material reduction in the cost of cabling to Australia and New Zealand they would divert all their traffic to the Pacific cable for a period, provided it was done at a certain rate, and if the other companies would come down to the same rate, a division of the business could be given from the whole of us, and if a guarantee against loss to the shareholders in the Eastern Cable Company were given by the respective Governments, and of course to the Pacific Cable Compnay, who have guaranteed the money for the Pacific cable, you would be in a position to get low rates and be able to do an incalculable amount of good.

I know Mr. Deakin's sincerity and earnestness in trying to bring about Imperial unity in the way he has advocated, and I am anxious to see something done; but I see difficulties from the point of view of New Zealand, and I would suggest to Mr. Deakin, as we have had unanimity from the Colonies so far, that having elicited a discussion on this matter it would be better not to take a vote. I do not want to vote against him; but from my knowledge of the way a surtax has operated in New Zealand and the uncertainty of my colleagues' views upon the matter as well as of the New Zealand Parliament I am not prepared to act in regard to a proposal which has a great underlying principle in it, that is the overriding system of taxation; I would not myself feel justified in supporting it. I am sorry I have to dissent from Mr. Deakin in this matter, but it is inevitable.

Dr. JAMESON: Lord Elgin and gentlemen, I am not going to dissent from Mr. Deakin. I am fully in sympathy with everything he has said here on the subject; but at the same time it is quite true, as Sir Wilfrid Laurier said, this is too hazy and too complicated. I take it what Mr. Deakin had in his mind was to try to take some practical step forward.

Mr. DEAKIN: Yes. If not this, what is the alternative

Dr. JAMESON: We listened with the greatest pleasure to the extremely sympathetic speech from Mr. Lloyd George when he had to emphasise what the Chancellor of the Exchequer had already told us, that our pet idea must be abandoned, but that there were all kinds of subsidiary matters that would help in the same direction. What I was waiting for was some practicable scheme about the subsidiary matters, and still more for some practical suggestion as to the amount of money which was going to be put up to carry out the practical schemes, and no doubt Mr. Deakin having running in his mind these two practical propositions, brought this forward as a possible scheme for getting the money to do some of these subsidiary things which are proposed, and which we do not believe, but know, will help towards our ideas.

Mr. LLOYD GEORGE: You must have a scheme before you consider the money part of it.

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Dr. JAMESON: It is a very useful thing to have a fund to draw upon for any scheme.

Mr. WINSTON CHURCHILL: Having a fund and then looking for objects to spend it on was pithily described the other day as finding a biscuit in the street and then buying a dog to give it to.

Dr. JAMESON: As a matter of fact, there is a general scheme which will cost money, and I believe I heard Mr. Lloyd George say that, with a view to fostering trade within the Empire, he had already been to the Chancellor of the Exchequer to get money for the appointment of commercial experts.

Mr. LLOYD GEORGE: I have been promised it since.

Dr. JAMESON: It requires money, but you said we will not stop there; we will do other things which will require money.

Mr. LLOYD GEORGE: I had my scheme first, and then I got my money.

Dr. JAMESON: I hope you have your scheme now. Mr. Deakin is now going to suggest a way to you to get the money. I hope it was not a mere general statement. We expect to get something more on the lines suggested by Sir Joseph Ward—subsidies to freights on tramp steamers, and so on. This is merely a suggestion from Mr. Deakin—not fixing himself to 1 per cent. or to 10 per cent. or a decimal percentage at all, but a suggestion by which the fighting forces might be provided.

I am really quite in accord with the general principle; but it is possible, if Sir Joseph Ward's suggestion is adopted by the Government, and we all round the table put our proportion, it might be unnecessary to pass this, and I daresay Mr. Deakin would not then put it to the vote at all.

Mr. F. R. MOOR: Lord Elgin and gentlemen, we have been considerably edified by the sympathy that has been extended to us by the Imperial Government, and the promise of what we may expect in the furtherance of our Imperial ideas. But I think it would be greatly to our advantage in bringing about something in the shape of some fruit as regards this Conference, if the Imperial Government would be a little more candid and let us know, in some practical way, the steps they would take to bring about the object we all have in view. I am loath to vote against a proposition of this sort, which has at any rate a practical ring about it with respect to providing a common fund; but when the Government meets us and tells us they have a great deal of sympathy for what we are trying to do, and do not tell us they have anything behind which they may suggest before we break up, I think it would be in the interest of all if they would give us some indication, in a practical way, of what they do propose or would be prepared to consider. We have tried in various ways, but we have been met by refusal, certainly, again I repeat in a very sympathetic way. But that does not help us. We are here for business and to promote our common interests, and we do want something tangible, if possible, to take back to our Colonies. I do hope before this resolution is put that Mr. Lloyd George will indicate some way.

Mr. LLOYD GEORGE: What have you proposed, except something that would involve a change in our fiscal system? What practical proposals have you made that we have refused?

Mr. F. R. MOOR: I am not arguing that point, but we have

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brought forward proposals that have not been acceptable to the Home Government, and the Government have, at the same time, told us they are very kindly disposed towards us, and that in some way they would be only too glad to meet us if it fell in with the views of the Imperial Government. Will the Imperial Government tell us how, in some practical way, we can decide on some common resolution?

Mr. LLOYD GEORGE: I thought we had done so.

Sir ROBERT BOND: Lord Elgin, and gentlemen, I am sorry I cannot support the resolution proposed by Mr. Deakin. The position of the Colony I represent in respect to imports and exports is entirely different from that of any other Colony in the Empire. For instance, our exports to the United Kingdom only amount to 13 per cent. of our total; whereas these of Cape Colony amount to 95 per cent., New Zealand 78, Australia 70, Natal 52, British Guiana 52, and Canada 52. Our principal trade is with foreign countries. About 70 per cent. of our exports go to the Mediterranean, and to South America. I might say, further, that our average tariff taxation to-day is about 35 per cent., and I could not recommend to my Parliament an increase of the tariff by even 1 per cent. Further, the importations into the Colony are principally from foreign countries. One of our importations is salt for fishery purposes and is obtained from Cadiz. This at the present time passes in duty free, and the imposition, even of 1 per cent., might not only lead to retaliation on the part of our Spanish and Portuguese customers, but the tax would fall heavily upon the very poorest of the population, namely, the fishermen. There is another large foreign importation, namely, flour. Part of our importation comes from Canada, but a considerable portion of it, highest grades, comes from the United States of America. That now passes in duty free, and the imposition of even 1 per cent. upon the principal food of the poorest people of the Colony, would naturally be resented and be regarded as oppressive. The other articles of foreign importation, upon which the proposed tax would fall, would be meats, pork, bacon, butter, sugar. Forty-five per cent. of the total imports of the Colony consist of food, and these are derived to a large extent from the United States of America. The policy of my Government is to reduce the tax on articles of food. The fact then that a very large proportion of our food supplies has to be imported from the United States, and our fishery supply of salt from Cadiz, renders the position of my Colony, as I have previously remarked, totally different from that of any other Colony. Under these circumstances I regret that I cannot support the proposal that is made.

Mr. DEAKIN: If I had taken fuller advantage of my opportunities when opening this debate instead of curtailing my remarks to spare time for the Minister I should have avoided some of the criticisms, even of my friend Sir Joseph Ward. If he looks at this proposition, he will see I have suggested the 1 per cent. only as a measure, so that it would be quite possible for New Zealand or any State in a similar position not to impose the 1 per cent. at all or impose any surtax. Under the second clause of the first paragraph "or an equivalent contribution made by each of the legislatures," it would only be necessary for New Zealand to find her 20,000*l.*, or whatever the sum is, from her own revenue, without a surtax at all. I am sure that the misapprehension was due to my omission to explain the details of the proposition at length. I only submitted it, of

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course, to assert or suggest a principle and not as a final proposition which could not be amended. I admit, however, that Sir Joseph's criticism and the criticism to which it has been subjected by others show that this percentage upon foreign goods is open to serious criticism. It is needless to pretend that it is not. But again it was the same misreading of the resolution which led Sir Joseph to speak of the possibility of the 1 per cent duty falling upon British goods instead of upon foreign. That would not be possible under the terms of this resolution at all. First of all, you need not have your surtax on foreign goods unless you like; but you cannot have it on anything else. You can take it out of general revenue. You can impose 1 per cent. on anything except on foreign goods, and need not impose that if you prefer some other means of finding the money.

Sir JOSEPH WARD: Yes, I see that is so.

Mr. DEAKIN: Sir Joseph's criticism was entirely sympathetic, as was that of most other Colonial members of the Conference. Having regard to the general character of this resolution and the nature of the subject, I had not even worked out the figures as to what a 1 per cent. contribution was. I stated yesterday, and stated again to-day, on several occasions that I put in the 1 per cent. instead of leaving a blank, simply in order that the principle of co-operation might be discussed. I mentioned that one-half per cent. might do if this measure was thought proper. I do not waste the time of the Conference on merely abstract resolutions. But it does appear to me, as Mr. Moor very well put it, that we are likely to separate without having come to practical conclusions. I thought it was wise, and have not altered my opinion that it was necessary to submit some broad proposition in order that we might learn from the members of the Government of the United Kingdom, whether they had in their minds any scheme for Imperial action at all, or for an Imperial fund other than the separate schemes which may be proposed from time to time for a steamship service, or a cable service, or anything of that character. I have not been able to elicit even that. On the contrary, I have been met with the usual opposition criticism which we hear so often in Parliament upon a proposition of this sort, when the object is to hurry in conveniently out of the way. I do not object to that. I am sufficiently accustomed to it. But I also appreciate its motives. If the representatives of the Government here had really in their minds any scheme at all, this would have been the time when they could have triumphantly produced it and explained it. I do not mean that they would have brought down details—but they ought to have submitted a plan showing us some possibility of an advance upon our present casual disunited methods of combining for particular purposes here and there. That imperfect method exists and will exist. We do not lose it because we consider whether it cannot be improved upon. My object was to insist upon the need for improvement and only to suggest one means for its improvement. I was not taking a course foreign to the purposes of this Conference, but strictly in line with it. We have not succeeded in getting consideration for preferential trade. I wanted to know if we could not get consideration for something else which did not involve the fiscal principle at all—some method of union for united action. This proposition may be as faulty as you please. I drew it in terms sufficiently loose on purpose. It has at least made our position here quite plain.

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Sir JOSEPH WARD: May I suggest altering the last part and leaving the first part out, in order to try to get a decision in only a general way to the effect that this Conference recommend the Legislatures affected with the general purpose of fostering the industrial forces of the Empire so as to promote its growth and unity to provide contributions with that object. If you move something like that, and leave it to us to put amounts on our respective Estimates for the consideration of our Parliaments, we are all right.

Mr. DEAKIN: I think there is a good deal to be said for what you propose.

Sir JOSEPH WARD: I do not want to propose it.

Mr. DEAKIN: I quite understand. But I am not complaining in the least degree of any criticism that applies. I only say the attitude of Ministers shows they have not made up their minds on this question at all. They simply say: "Bring forward a particular proposal and we will look at it." We knew that before. That is a very admirable attitude, the purely negative attitude they always have taken and always will take, and the attitude other ministers in the same quandary always will take—I am not finding fault with that. I have asked, "Can we do anything more?" The answer is, "We cannot "do anything more."

Mr. LLOYD GEORGE: I never said anything of the sort. To bring forward a proposal which will involve our contribution of 4½ millions as against your 100,000*l.*, with no scheme, no plan of spending, not a glimmer of an idea what the money is to go to but simply saying, "We are to pool it, and until we can find something to spend "it on, let it roll up"—if that is a scheme for a great commercial Empire, I think it is a scheme *pour rire,* if I may say so. It is not as if there was a definite plan, which is exactly what Mr. Asquith has asked for and very properly asked for. He said he was prepared to recommend the Treasury to find money. I go beyond that and say I am perfectly willing for my part, after consultation with the Chairman and my colleagues, to subscribe to the suggestion made by Sir Joseph Ward, and I go further than that and say we shall be in favour of some systematic consultation between the representatives of the Empire as to the best means for promoting the objects you have in view. We must have a plan before we spend money. We are spending enormous sums of money in the Empire now, and we really want to know upon what we are going to spend these further sums. We must not, first of all, resolve to spend, and then go fishing for a scheme somewhere from here to Australia. Let us, first of all, find our plan. I would not mind altering Mr. Deakin's resolution in some way just to show our *bona fides.*

Mr. DEAKIN: You are now saying more than you did before.

Mr. LLOYD GEORGE: Really, it was very difficult in language that would pass the chair to express my view of this 4,500,000*l.* against the 600,000*l.*

Mr. DEAKIN: It was, if I may so, because you could not have listened to my proposal. I did not dwell on the 4,500,000*l.* I said over and over again that we can substitute anything—half per cent. or anything else. It was insisted upon from the first that the amount named was adopted as a mere convenience.

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Mr. LLOYD GEORGE: It is the very thing we have to dwell upon.

Mr. DEAKIN: Certainly, when it is actually proposed, but at this stage it is a proper thing to notice and pass by, until the principle has been settled, and detail is taken in hand.

Mr. LLOYD GEORGE: Imperial defence is costing us something like 60,000,000*l.* at the present moment.

Mr. DEAKIN: In moving this motion, I said over and over again: "As regards this particular amount, I have taken it because "I find it suggested in a scheme submitted by Sir George Sydenham "Clarke." I said expressly I do not attach any special importance to to that particular proportion. You are perfectly justified in saying all you did, to the effect that this particular amount will not do, and thus dismissing it; I am not in any way concerned because that is not the cardinal point.

Mr. LLOYD GEORGE: The cardinal point is not to raise the revenue first and find a plan afterwards.

Mr. DEAKIN: That is quite another issue; you are giving us help now. You are beginning to meet my proposal. Now you state you are prepared to accept a regular and systematic discussion of business proposals.

Mr. LLOYD GEORGE: Systematic consultation—stronger still.

Mr. DEAKIN: In saying that, you are coming to a positive proposal, which is just what I want . You may tear my resolution to rags and do what you please with its proportions and details if you accept the principle of united action in some definite shape.

Mr. LLOYD GEORGE: I would suggest the following resolution: "This Conference recommends that in order to develop trade, "commerce, the means of communication, and those of transport "within the Empire, it is desirable that some means should be de-"vised for systematic consultation between the members of various "parts of the Empire for the purpose of considering co-operative "projects for the general purpose of fostering the industrial forces "of the Empire, so as to promote its growth and unity." These ends have to be considered by expert business men, and afterwards we shall come in to find the means.

Mr. DEAKIN: That is a most distinct advance. It may not come immediately to anything because it is only a general provision, but I quite feel that it is not fair to press the President of the Board of Trade for anything expressed in pounds, shillings, and pence until definite schemes are propounded.

Mr. LLOYD GEORGE: You have no schemes. Schemes would have to be considered very carefully. So far as I am concerned, I have been seeing a good many shipowners, and I have realised what great practical difficulties there are which must be overcome, and you could not formulate a scheme in the course of the few days that are at our disposal now. It would take a considerable time for consultation with all classes of people interested in our oversea trade.

Mr. DEAKIN: I entirely agree. Be sure that there will be no sparsity of projects; we are full of them. People are continually making proposals for improvement of communications, and one thing and another.

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Imperial Surtax on Foreign Imports. (Mr. Deakin.)

Mr. LLOYD GEORGE: One thing you have to do is to persuade Australia to make a harbour where ships of a certain size can go in. Your depth of water is only 28 feet draught. These huge ships will not enter. That is one point a large shipowner has put to me, and I said, "That is not for us; it is for Australia."

Mr. DEAKIN: You are quite right. It is for us. Speaking from memory he is a little out of date. They are blasting in Port Phillip, and have been for the last 12 months, rock to a depth of 30 feet—I think 32 to 35 feet in the entrance to Melburne. In Sydney harbour, as I understand, the entrance is deep enough already.

Mr. LLOYD GEORGE: But you cannot get alongside with a ship over 28 feet.

CHAIRMAN: We need not have particulars.

Mr. LLOYD GEORGE: I only give it as an illustration.

Mr. DEAKIN: I have no possible objection to any detailed criticism of any possibilities, except to say that I did not put any proposals forward of this vague character. But my suggestions are now being met in the light I think they ought to have been met at first. It is excellent to provide for expert consultation periodically. The only thing is, cannot we go further before we part? I do not know whether a question of this sort will come before the new secretariat or whatever it is, or go to the Board of Trade. Are matters of practical business, propositions which are made from either one part or the other of the Empire, to go through the secretariat or to the Board of Trade or to whom?

CHAIRMAN: May I say that I undertook at the beginning of this Conference to endeavour to organise a secretariat? I have not had time since the Conference met, and I think you must really leave me some scope.

Mr. DEAKIN: This is not a question of organisation.

CHAIRMAN: It is really a question of organisation as to what part of the business is to come through this secretariat in this office, or what part may go through the Board of Trade. I have undertaken the organisation of the secretariat.

Mr. DEAKIN: I do not think that is an answer.

Mr. WINSTON CHURCHILL: Has not this Resolution now proposed already been passed by the Conference on the day we discussed the organisation of the Conference—to have conferences on matters of common interest every four years, and subsidiary conferences held as often as necessary between any parties interested in inter-Imperial or inter-Colonial questions? In what way does this Resolution advance upon any proposal which the Conference has already decided?

Sir WILFRID LAURIER: I would not press your motion today, but have something more concrete than that. With regard to the motion made by Mr. Deakin with all due respect to the earnestness with which he has pressed it, it seems to me an absolute departure from constitutional government. If there is anything which is true in constitutional British Government it is this that you do not provide money in advance for anything. Your proposal is to create a general fund and then you find how you are to apply it afterwards. If there is an object to be served, or work to be done, or something

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of the kind which requires money, then we find the money; but your scheme proposes that we should find the money in advance. That seems to me an absolute departure from constitutional government. Where can you find a precedent for it? Where is it consistent? Call it a duty or a tax, after all it is money taken out of the people's pocket, and you do it for a vague indefinite object. That is absolutely contrary to constitutional government. If there is anything true, it is that you do not take money from the people except for a special object, and I object to your motion on this ground. I am not quite satisfied with the motion of Mr. Lloyd George as it is very indeterminate, and commits us to nothing. I hope before we separate we can find an actual scheme on which we can ask the contribution of the British Government, and all or some of the Governments here represented—some big scheme of communication amongst ourselves. This is what you have in mind, yourself, Mr. Deakin. Therefore, I think you should not propose the motion to-day.

Mr. DEAKIN: I take the proposed resolution of the President of the Board of Trade as being drafted with the idea that instead of allowing this matter to drop we should pass something and show that something progressive is really intended. I quite agree that was the motive, and appreciated it; but at the same time it is open to the criticism which I myself was leading up to, that such a plan involves consideration of the secretariat and the nature of the secretariat, and of subsidiary Conferences. Consequently I do not press for passing a resolution at all. What I want to get if I can before we leave, is a decision of this Conference on the question: Is it not possible to do something more in the future than we have ever done, in the way of providing for practical business-like proposals making for Imperial co-operation and unity of action being dealt with in a business-like way? Mr. Lloyd George says very properly that, according to his revision of my resolution, what may be termed a special meeting or subsidiary Conference of experts will enable us to deal with them. That is quite true and helpful. Is that the furthest limit to which we can go? So far from thinking myself the person specially endowed with ideas on this subject, I broached it in order to obtain the assistance of others, in the expectation that they would provide out of their greater experience more than I am able to suggest at the present time. I am tied to nothing. Let us do something definite so that when we leave the Conference, we can say with some confidence: "We have not done the things we wanted, but we have "at least made the way easier in future for any of those practical "projects to be dealt with immediately without the delay which now "invariably accompanies the correspondence in making even an ap- "proach to joint action by our governments."

Mr. WINSTON CHURCHILL: How is that not met by the fourth clause of the instrument governing the Imperial Conference, which provides that upon subjects which cannot be conveniently postponed a new Conference of representatives shall be held between Governments concerned. Does not that cover it?

Mr. DEAKIN: It could cover it, but has not been expressly held to apply before.

CHAIRMAN: That is the intention of it.

Mr. DEAKIN: That is the intention. It leaves them irregular,

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and not as I wished regular and constantly in operation. Your statement shows you are prepared to adopt something.

Mr. LLOYD GEORGE: And there is the readiness of the Imperial Government to put it into black and white. Is it not advantageous to have what Mr. Churchill has just said applied to this particular subject? That is the use of the particular resolution which I proposed.

Mr. WINSTON CHURCHILL: That is putting it in black and white twice over.

Mr. DEAKIN: No, the first is a general resolution.

Mr. LLOYD GEORGE: Yes, about the organisation of this subsidiary Conference. This is simply a suggestion that this would be a proper subject to be dealt with at the subsidiary Conference.

Mr. DEAKIN: The President of the Board of Trade pointed out what he was doing in reference to commercial intelligence within the Empire, and the new efforts he is going to make to extend the system. That seems on right lines, and admirable. Now we have attention called to the fact that the machinery of subsidiary Conferences is to be applied in the same direction; that is excellent, too. But I want this thing not to be talked out here, but defined and understood. When we return and are asked what we have done with regard to practical co-operation among our governments in the future, we can only point to the Consular Service within the Empire as well as without it, with a provision for subsidiary Conferences. I thought subsidiary Conferences on these practical matters was always possible. I want to add to that. Let us make our collection of scalps as numerous as we can, showing we have met these difficulties, and disposed of them.

Mr. LLOYD GEORGE: I understand that Sir Wilfrid Laurier proposes before the Conference separates to propose a practical scheme.

Sir WILFRID LAURIER: I hope so.

Mr. LLOYD GEORGE: I hope you will let us have it in time to give it proper consideration.

Dr. JAMESON: That is no reason why we should not pass this general resolution.

Sir WILFRID LAURIER: I desire to let it stand over until we have something more.

CHAIRMAN: For the Minutes of to-day we record that Mr. Deakin submitted this resolution, and Mr. Lloyd George submitted his.

Mr. DEAKIN: Please understand that if this resolution of mine were rejected by every member of the Conference, I should deplore our divergencies, but it would not in any way depress me. I should take the benefit of all the criticism, not regretting that I had brought the matter forward. My faith is that it is better to make a mistake attempting to frame a practical proposal than to do nothing at all. If this was a mistake, and I am satisfied it was not, I have at least succeeded in bringing the question right home. We are not here to score verbal victories by carrying resolutions, or to feel defeated if we do not carry them, but we are here to make some advance by the frank discussion of these Imperial possibilities. I am obliged to the

Minister for getting beyond the accidents of my proposal to its essence at the close.

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UNIVERSAL PENNY POSTAGE.

Universal Penny Postage. (Mr. Deakin.)

CHAIRMAN: Mr. Buxton also has business which calls him away, and as this Post Office subject will not take very long, I think we might take the subject of universal penny postage before we take Imperial cable communication.

Sir JOSEPH WARD: Lord Elgin and gentlemen. In the motion as it stands upon the Agenda, I propose, after consultation with the Postmaster-General, to make a variation which he has agreed to accept, and it will fully meet what I want to place before the Conference to have a resolution upon, and I think it will bring about unanimity. I propose to substitute this: "That in view of the so-"cial and political advantages, and the material commercial advan-"tages to accrue from a system of international penny postage, "this Conference recommends to His Majesty's Government the ad-"visability, if and when a suitable opportunity occurs, of approach-"ing the Governments of other States, members of the Universal "Postal Union, in order to obtain further reductions of postage "rates, with a view to a more general and, if possible, a universal "adoption of the penny rate." What animates me, in asking this Conference to give effect to a proposition of this kind, is a desire to see penny postage universally established as soon as possible, and to get over the incongruity of being able to send a letter from England to New Zealand, or from New Zealand to England for a penny, and having to pay 2½*d.* to send that letter some 20 miles across the English Channel Anything assisting to ripen public judgment on an important matter of this character, world-wide in its operation, in that respect is a good thing As the Postmaster-General has agreed to it in this altered form, I hope it may commend itself to the Conference. I move the resolution.

Mr. BUXTON: Lord Elgin and gentlemen, I have, on behalf of the Government, to accept the resolution, in the words Sir Joseph Ward has been good enough to adopt. Only I feel bound to say in regard to it that this resolution must be taken as an indication of policy, and that it leaves the fullest possible freedom to the British Government to judge as to the time and opportunity and especially as to the question of the funds at their disposal, with regard to how far, and at what moment, and to what extent they can carry out the policy of further Postal reforms with reference to foreign countries or the Colonies, and in the matter of the adoption of universal penny postage. I am afraid I can give no promise of any likelihood that we shall be able to consider the matter at a very early date, because the Post Office revenue from which this would have to come, is not in a very elastic condition at the present moment, and the various claims upon our finances are considerable just now. I am afraid it must be understood in our accepting this resolution that we do it as an indication of policy more than any promise to carry it out at any early date. The whole matter is really one of finance. We should desire to do this at any moment we may have the funds; but I should like to point out to Sir Joseph Ward and the Conference that the adoption of this proposal would mean a very considerable

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charge on Imperial funds. We have certain postal improvements, as Sir Joseph knows, under the Postal Union—changes which come into force on 1st October next and which will cost us about 190,000*l.* a year. The adoption of universal penny postage would mean an addition to that of about 450,000*l.*, so that this resolution in its entirety would involve a charge of something like 650,000*l.* a year, which is, of course, a very serious sum. I am afraid we could not look with any hope, within, at all events, a number of years, of making up that loss by increased facilities leading to increased commerce, because in reducing it to a penny post, the margin of profit is almost infinitesimal on each item. I am glad to think that at the Conference of the Postal Union, at which Sir Joseph Ward was a representative, a very considerable step was made in advance in regard to foreign postage, at the instigation of the British delegates, supported by the Colonial delegates, under which, after the 1st October next, the charge for foreign postage will remain, unfortunately, still at 2½*d.*, but that will frank a letter not of half an ounce as previously, but of a full ounce, and the second charge for two ounces will be only 4½*d.* So that the upshot of the matter will be this, that under the new regulations which have cost this country about 200,000*l.* a year, in future a letter weighing an ounce, which before was 5*d.*, will go for 2½*d.*; a two-ounce letter, which before would have cost 10*d.*, will now go for 4½*d.* I think the Conference will admit that is a considerable step in advance in improving postal regulations with foreign countries. I do not know whether Sir Joseph has quite enough taken this point into account. As he will know as a delegate at that Postal Union the other great countries interested were by no means anxious to adopt penny postage; indeed, it was with great difficulty they were induced to adopt these changes which I have mentioned. Therefore, I am afraid even if we were ourselves prepared, and had the funds at disposal at the present moment, to suggest a penny postage to the other countries it would not at present be received with much favour. But I will say it is a matter with which the Chancellor of the Exchequer, as well as myself, have expressed sympathy, which, if and when the funds permit we shall certainly desire to adopt, taking into account this fact that in regard to all postal reforms they unfortunately cost money, and we have to look round when Post Office funds are available to see what, on the whole is the best investment for that service. This would, therefore, have to take its opportunity with other matters in competition, many of which are pressed upon us from time to time. I entirely agree with Sir Joseph Ward that it is a matter of great importance and one which I, for one, would like to see adopted at some early date.

There is just one point in connection with it which I might mention with regard to Imperial Penny Post, and that is that that also is benefitted by the Postal Union Convention, to which I have referred. Up to now, under the Imperial Penny Postage, a letter of half-an-ounce went for a penny, but after the 1st October next a letter of a whole ounce will go for a penny; so practically what used to cost 2*d.* under the Imperial Penny Postage will only in future cost a penny.

I venture to suggest to Mr. Deakin when we are talking of inntercommunication between various parts of the Empire, and subsidies, and so, on, whether the time has not come that Australia also should

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Universal Penny Post [illegible]. (Mr. Buxton.)

fall completely into accord with the rest of the Empire in regard to this matter.

Mr. DEAKIN: We brought in a Bill last year.

Mr. BUXTON: But I understood it was withdrawn.

Mr. DEAKIN: It was defeated and withdrawn.

Mr. BUXTON: Then I suggest to Mr. Deakin that he should endeavour to educate Australia. As we are all agreed, the penny postage is of the greatest possible advantage, and Australia should no longer stand out from the agreement and the arrangement which was come to all over the rest of the Empire.

One point, perhaps Sir Joseph will allow me to make in regard to this matter. The chief object, as I understand, or the chief results, at all events, of this Conference is that there is a general desire, on both sides, on the part of the Home Government, and on the part of the various Colonial Governments to meet one another in regard to improved inter-communication from the point of view of Empire, and from the point of view of commerce. After all, this Imperial Penny Postage which exists at present is a very considerable link between the various parts of the Empire. I am not altogether sure, seeing that has only been in effective force for a few years, whether on the whole—looking at it from an Imperial and Colonial point of view—it is not a little premature to press for the other step. Would it not be better to see first if it is likely to facilitate the communication between the various parts of the Empire before we extend its benefits at considerable expense to ourselves —between ourselves and other countries I throw that out not as hostile to the spirit of this resolution, but as a point which under the peculiar circumstances of the discussions which have occurred here might well be borne in mind.

May I add, in connection with questions of postal facilities and communication that we are now introducing, and are going to suggest to the various Colonies the introduction of the cash on delivery system as between the Colonies and Great Britain. The Imperial Postal Order has now, I am glad to say, been adopted by every Colony with the exception of Canada and of Australia at the present moment; but I am in communication with the Postmaster-General of both the Dominion and of the Commonwealth and I hope they may be able to fall in with a system, which, as regards other parts of the Empire, is found to be of the greatest possible advantage in enabling small purchases between the Colonies themselves and between the Colonies and Great Britain.

I thought I had better, perhaps, make these general observations, and again express my sympathy with the views of Sir Joseph Ward, and say that when, and if the opportunity occurs, it is a matter which we certainly have at heart, and hope at some time or other to be able to accomplish.

Mr. DEAKIN: It is part of the policy of the Government to introduce penny post, but the circumstances in Australia, like the circumstances in some of the other great Dominions, are not taken into account when the refusal of a majority of its Legislature to make that concession is considered. Owing to the sparsely settled nature of our interior, there are places in which it costs us several shillings for the delivery of every letter. We provide what I think, having regard to the different distances to be covered, are remarkable

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instances of Post Office enterprise. Wherever there are a few tents we manage to make arrangements for a postal service. Many of these are maintained at great cost. The consequence is that while if we were confined to an area such as that of the United Kingdom universal penny postage would be voted immediately—and in fact there is penny postage within several States—we have never been able to get the assent of the Legislature yet to an Imperial proposition. They fear that it would mean if not a curtailment of any of the existing services which I have referred to, a greater hesitancy in granting them to fresh settlements. They look with some jealousy on any proposal for diminishing the Post Office funds since our constant onward movement means a constant opening of new offices and the making of fresh arrangements at considerable expense. However, that is part of our policy. We are endeavoring to carry our measure, and another effort will be made in that regard. At the same time it is only fair that the Postmaster-General should recognise the very exceptional circumstances under which our work is carried on. Under these circumstances when we have not yet arrived at penny postage within the Empire itself, it does look a little previous, as the Americans would say, to be asking it from other countries.

Sir JOSEPH WARD: One word upon this matter from the point of view so fully represented, which I appreciate to the greatest possible extent, by the British Postmaster-General. In submitting this resolution, it is not with the object of pressing at any undue period upon any portion of the Empire, Great Britain or elsewhere, the bringing into operation of this system, but it is if possible to impress upon, not the distinctly advanced British Post Office, who have done all in their power up-to-date, and done most valuable work, but upon other countries as well as Great Britain, the importance of having universal penny postage through the world. I am glad to have submitted this resolution, if only for the purpose of hearing the statements made by Mr. Buxton as to what has been done by the British Post Office already, and I take the opportunity of saying, as the New Zealand delegate at the Postal Conference that the representatives of Great Britain there, not only did most valuable work, but were a distinct credit, not only to the postal service of Great Britain, but to the Empire as a whole. I want to place on record my testimony to the splendid way in which the President of that Postal Union, Mr. Babington Smith, carried out most difficult and important work there. I may say that the British delegates remained neutral when this Universal Penny Postage proposition was put before that Conference. We have done all in New Zealand that the Postal Union required to be done. We have the penny rate for 4 ounces throughout our country on letters; we have cheapness and efficiency in both our postal and telegraph services in every way possible. I want to take the advantage of saying how important it is to have within the Empire uniformity both as to charges and system. Australia is a case in point. There against Mr. Deakin's own representations and those of his capable Postmaster-General, Mr. Austin Chapman, Parliament decided on the grounds of loss of revenue, not to go in for universal penny postage. Our experience in New Zealand—and it was the experience in Canada, I know also; the then Postmaster-General told me so himself—is that the effect of our coming right down to a penny rate was we

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recovered our revenue in a very limited period, very much less than the permanent official contemplated, namely under three years. The aspect put by Mr. Deakin as one of the reasons Australia has voted against it was to avoid increased mail services. In New Zealand the adoption of it was the cause of our very nearly doubling the facilities for carrying mails to the different portions of our country owing to the increased business that accrued. I sincerely hope that the time will arrive when Mr. Buxton, who is not only sympathetic towards this resolution, but, I am sure, anxious, will be able to do it. Some morning we will find that America and Germany have entered into a subsidiary agreement for a penny postage between themselves, or America and France, or some other great countries. When that is done the whole world must soon follow. My opinion is Britain ought to be ahead, as it always has been ahead. We should not look upon the Post Office as a great taxing machine for general revenue, but regard it as it is, as a great means for the distribution of the written opinions and communications of people to one another in all parts of the world, and that by the cheapening of the postal rates we are helping them to promote business and to bring into every-day life a better and closer knowledge of all parts of the world.

I can only thank Mr. Buxton for giving my proposal his support. I thoroughly understand the reservations he has made, which from his point of view are quite essential.

CHAIRMAN: Then this resolution may be declared adopted.

The resolution carried.

Resolution XVII

IMPERIAL CABLE COMMUNICATION.

Imperial Cable Communication.

CHAIRMAN: This is a resolution of Cape Colony. I understand there has been an agreement upon this point.

Mr. BUXTON: We are willing to accept the motion.

Dr. SMARTT: That is what I understand. Therefore the only thing to do is to formally move it: "In the opinion of this Conference the provision of alternative routes of cable communication is "desirable; but in deciding upon such routes, the question of the "strategic advantage should receive the fullest consideration; (2) "That landing licences should not operate for a longer period than "20 years, and that when subsidies are agreed to be paid they should "be arranged on the 'standard revenue' principle, *i.e.*, half the "receipts after a fixed gross revenue has been earned to be utilised "for the extinguishment of the subsidy, and, by an agreement, for "the reduction of rates." I believe that was done in the last agreement Cape Colony made.

Mr. BUXTON: Yes. I do not think I need say anything upon it. This is the general policy which we have carried out in the Post Office here and we art entirely in accord with the resolutions, both No. 1 and 2.

CHAIRMAN: Then this resolution will be adopted?

Sir JOSEPH WARD: Yes, I most cordially support it.

Sir WILFRID LAURIER: I have no objection at all.

Resolution XVIII.

The resolution was carried.

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Naturalization. (Sir Wilfrid Laurier).

NATURALIZATION.

CHAIRMAN: We next have the question of naturalization, on which we have already heard the Home Secretary. Sir Wilfrid Laurier asked that this should be adjourned to express your views upon the subject.

Mr. GLADSTONE: I have prepared a draft resolution.

Sir WILFRID LAURIER: I think there is no objection to that. As far as I am concerned, I quite agree to that.

CHAIRMAN: Perhaps I had better remind the Conference that the draft resolution submitted was: "That with a view to attain "uniformity, so far as practicable, an inquiry should be held to con- "sider further the question of naturalization, and in particular to "consider how far, and under what conditions, naturalization in one "part of His Majesty's Dominions should be effective in other parts "of those Dominions, a subsidiary Conference to be held, if neces- "sary, under the terms of the resolution adopted by this Conference "on the 20th of April last."

Gen. BOTHA: I have a memorandum on naturalisation which I should like to read and hand in, though I quite agree with that resolution.

Dr. SMARTT: If that is read, I think that will allow us to come to some conclusion now.

CHAIRMAN: Would you hand it in?

Dr. SMARTT: It affects the discussion considerably, I think.

Sir WILFRID LAURIER: My colleague, Mr. Brodeur, has something to say on this subject. It will perhaps fit in at this moment.

Mr. BRODEUR: Lord Elgin and gentlemen. I have only one or two observations to make with regard to this resolution moved on the question of naturalization. I may say we have passed in Canada this year a Bill on the question of naturalization to this effect. I may perhaps read the most important part of the Bill, which provides: "any person resident in Canada, or in the service of the "Government of Canada, or of any province of Canada, who has "obtained a certificate or letters of naturalization in the United "Kingdom, or any part thereof, or in any British Colony or Pos- "session, which certificate or letters remain or remains in full force "and effect, and who desires to be naturalized in Canada may, if "he intends when naturalized either reside in Canada or to serve "under the Government of Canada or the Government of any such "province, apply for a certificate of naturalization in manner herein- "after prescribed, without having complied with the condition as to "residence required under section 13 of the Naturalization Act, "chapter 77 of the revised statutes, 1906." Our Act really provides that a person who has resided in Canada for three years may obtain letters of naturalization, giving certificates as to his character, and as to his residence. He has to apply to the Courts, and the Courts decide whether under the statute he is entitled to be naturalized. We passed in the session which has just closed the clause which I have just read, by which in the future a man to be naturalized who has got already a letter of naturalization from any British Colonies will be entitled to come before the Courts and to have his certificate of

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Naturalization. (Mr. Brodeur.)

naturalization in Canada, so to a general extent we are accepting the certificate of naturalization which has been given by the other British Colonies.

I do not know whether it is advisable or not that we should discuss the Bill which is proposed to be introduced into the House of Commons here, but I think that Section 7 is going a little further than I, for my part, would be willing it should go, because there it is declared that when a certificate of naturalization has been given here it is to be accepted by the Colonies themselves. I think it would be just as well to leave this question entirely in the hands of the Colonies. It will be advisable perhaps to have a general law, as we are having in Canada, but at the same time giving to the Colonies the right to legislate and do what they like. I am afraid this clause will have the effect of preventing the Colonies from legislating on the question. That is the only objection I see to the Bill which is going to be introduced.

Mr. DEAKIN: Generally the Bill appears to us to be a good one, and would certainly be of assistance in clearing up ambiguities which at present exist in the law. One point I may mention without entering into detail is that if clause 12 were assimilated to clause 8, so that it might be acted upon without assigning any reason, that would be of advantage.

The naturalization question has few difficulties in Australia, except in regard to the admission of coloured races, and particularly coloured aliens. It is due to that apprehension that we have been and shall continue to be vigilant in guarding a possible use of this Bill. As, however, it does not appear in any way to impair the scope of our Immigration Acts, under which the education test is applied at discretion, this particular measure is not open to the objection that it weakens the force of those statutes. Under these circumstances we look forward with some expectancy to the passing of the Bill as likely to be of value to ourselves as well as to other Colonies.

General BOTHA: I will ask for my memorandum to be read now.

The memorandum was read as follows—

" (1.) It is desired that an alien naturalized in any portion of His Majesty's Dominions should have to all intents and purposes, as from the date of his naturalization, the status of a natural born British subject not only within the ambit of the law under which letters of naturalization are issued to him, but everywhere, except when the naturalized person is actually within the country of which, at the time of naturalization he was, and of which he still remains a subject.

" (2.) In order to carry out this object a Bill has been drafted under the instructions of the Secretary of State for the Colonies consolidating and amending the enactments of the Imperial Parliament relating to aliens and naturalization. A copy of this Bill is included among the papers on the subject of naturalization sent to each of the Colonial Premiers.

" (3.) The procedure laid down in section 26 of that Bill for conferring on an alien naturalized in a British possession outside the United Kingdom the status of a British subject everywhere, is not satisfactory.

" (4.) It has been suggested that the Imperial Act relating to the

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naturalization of aliens should be so amended as to apply to every portion of His Majesty's Dominions. The objection to this suggestion is that it is not desirable that legislation should be imposed on a self-governing Colony except by the Parliament of such Colony.

"(5.) The difficulty can be overcome by providing in the Imperial Act that so much of it as relates to the naturalization of aliens, their status when naturalized, as also the status of their wives and children may be put in force *mutatis mutandis* in any portion of His Majesty's Dominions, by a proclamation of the Governor thereof. In a self-governing Colony such proclamation would only be issued by the Governor on the advice of the responsible Ministers of such Colony. The clauses of the draft Bill which would be put in force under the proclamation would be sections 7 to 17 inclusive, section 18 (with the exception of subsection (2), (3), and (8) and sections 20, 21, 24 and 25.

"(6.) The Imperial Act must provide that the proclamation aforementioned shall name the authority to whom application shall be made for certificates of naturalization, and by whom they shall be issued, and that the powers and duties conferred under the Act on the Secretary of State shall be exercised by the said authority. It should also provide that a certificate of naturalization issued by such authority shall have effect, to all intents and purposes, as if it were a certificate granted by the Secretary of State, under the Imperial Act

"(7.) The following provisions in the draft Bill should, however, be amended before it can be accepted by some of the self-governing Colonies:—

"(A.) The Bill, as drafted, applies to aliens of non-European descent equally with those of European birth or descent. In some of the self-governing Colonies (Natal for example) local naturalization is granted only to Europeans, and it is unlikely, therefore that any such Colony will agree to recognize as a British subject any coloured person coming to reside therein, who has been naturalized in some other portion of His Majesty's Dominions where no colour distinction is made. On the other hand, the Imperial Parliament may strongly object to making any such distinction in any naturalization law submitted to it, especially seeing that no such distinction is made in the present Imperial Act of 1870, under which it may be urged that a person naturalized within the United Kingdom is a British subject in whatever part of His Majesty's Dominions he may take up his residence. This difficulty may be overcome by providing that a certificate of naturalization granted in any Colony in which the Imperial Act has been put in force in manner prescribed in the last preceding subsection shall have effect beyond the borders of such Colony only when granted to a person of European birth or descent. By such a provision one Colony would not be bound to admit as British subjects persons of non-European descent naturalized in some other Colony under the provisions of the Imperial Act put in force in such other Colony as prescribed in the last preceding subsection. Notwithstanding such a provision, a coloured person naturalized in the United Kingdom could be a British subject in whatever part of His Majesty's

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Dominions he may take up his residence. It is difficult to see how this can be avoided in view of the fact that such is the position under the present Imperial Act, which has been operative since 1870. In section 9 of the Draft Bill, the words 'except as otherwise provided by law' shall be inserted after the word 'shall' in the first line of that clause 30, so as to make it quite clear that a coloured person, naturalized in England, although a British subject everywhere, would, on taking up his residence in any Colony, be subject to the same political and other disabilities as are imposed by the law of that colony on coloured persons, even though they may be British subjects.

"(B.) Section 7 of the Draft Bill provides as a condition precedent to the issue of certificates of naturalization that the applicant for them should have, within a certain limited time, resided in His Majesty's Dominions for a period of not less than five years. It would be better to insist that for one of those years, namely, for the twelve months immediately preceding his application, he should have resided within that portion of His Majesty's Dominions in which his application is made. This would give the authority in whom is vested the discretion of issuing certificates of naturalization, a better opportunity of exercising his discretion so as to avoid, as far as possible, undesirable aliens from being naturalised.

"(C.) Under the Draft Bill an absolute discretion to issue certificates of naturalization is given to the Secretary of State. It ought, however, to be made imperative that a certificate shall not be issued to a person who has been convicted of an offence for which a sentence of imprisonment has been passed without the option of a fine until he has received a free pardon, or until a period of five years has elapsed between the date of such conviction and the application for a certificate of naturalization. Provision is made in the draft Bill for cancelling certificates of naturalization obtained by false representation or fraud. If an applicant, therefore, who has been convicted of any such offence as aforesaid, conceals such conviction in making his application for a certificate of naturalization, he runs the risk of having that certificate cancelled.

"(D) The Draft Bill further provides that an applicant who applies for Letters of Naturalization must intend when naturalized to reside in His Majesty's Dominions. It would be better, if such intention is to be made of any value at all, to limit future residence to the portion of His Majesty's Dominions in which the application is made. There may be evidence available to show that a person applying for a certificate of naturalization in New Zealand, say, does not intend to reside there; it would be hopeless to expect to get evidence that he does not intend to reside in some portion or other of His Majesty's Dominions.

"(E.) Clause 28 (A) of the Draft Bill provides that any person born in His Majesty's Dominions shall be deemed to be a natural born British subject. It is suggested that an exception should be made in the case of a person born in

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His Majesty's Dominions, but whose father was at the date of his birth an alien indentured labourer of non-European descent."

Naturalization. (General Botha.)

Mr. GLADSTONE: Lord Elgin and gentlemen, may I observe that the memorandum which has just been read raises a number of points, but I think a good many of them are dealt with in the statement which I made on the last occasion when this subject was under discussion. For example, with regard to criminals, I pointed out the practice which we adopted in this country with regard to the granting of certificates, and said that it would be quite easy to put into a Bill what, in effect, is our practice at the present time. On that point, I think it would entirely meet the case put forward under (c). I am not going through all the many points raised, but there is some misapprehension in parts of the memorandum as to the intention and meaning of the Bill. For instance, under (d) in the memorandum which has just been read, there is this: "if such in-"tention is to be of any value at all to limit future residence to the "portion of His Majesty's Dominions in which the application is "made." But that would defeat the very object of the proposal, because if a person in England, meaning to go to one of the Colonies, and perhaps not able to go for a month or a year, desires to have a certificate of naturalization, of course he cannot under the present law get that certificate of naturalization because he does not intend to reside in the United Kingdom. That is the condition of the law under which he would get his certificate. We desire to remove that restriction. We think the fact that a man who is in England now, not having a certificate, who desires to go to a Colony ought not to be debarred from getting a certificate by the mere reason that he desires to go to a Colony rather than stay for the necessary five years in this country. Those are details which, I suggest, could best be dealt with in the subsequent inquiry which is proposed in the resolution read by Lord Elgin.

In paragraph (4), which has been read, it is stated: "It has "been suggested that the Imperial Act relating to the naturaliza-"tion of aliens should be so amended as to apply to every portion "of His Majesty's Dominions. The objection to this suggestion is "that it is not desirable that legislation should be imposed on a self-"governing Colony except by the Parliament of such Colony." Our object is to have a general law for the whole Empire as far as is possible. May I remind the Conference that a phrase I used in making my statement runs thus, showing at any rate what is our wish and intention: "Our chief desire is to make the Imperial law "as comprehensive and acceptable to the Empire as possible, and we "seek in short, willing and legitimate desires to all the individual "Colonial Governments which are concerned in this question." In another place I said we desired the Bill to include as much common ground as possible to meet the general convenience of all parts of the Empire. This suggestion now made is rather wasting time in this Conference. But I suggest that though this is a very important matter, it is in the nature of a detail, though a very important detail, on which, perhaps the whole Bill would depend, and I think it could be met by discussion so that the view which I expressed and have quoted could be carried into effect that the local interests of a particular Colony could be considered and regarded in any Bill which was passed.

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Naturalization.

Sir WILLIAM LYNE: Was not there a suggestion that only certain parts should be applied to the Colony by proclamation?

Mr. GLADSTONE: By Order in Council.

Sir WILLIAM LYNE: That would do away with any trouble with regard to a general Bill.

(Mr. Gladstone.)

Mr. GLADSTONE: Of course, conditions could be attached to an Order in Council so far as to meet General Botha's Memorandum.

General BOTHA: If you will read No. 5 you will find No. 5 provides how to overcome the difficulty in No. 4.

Sir JOSEPH WARD: May I be allowed to put the position of New Zealand so that Mr. Gladstone may have the situation in view all round. As far as New Zealand is concerned I want to make it clear, without offence to any other race in any respect whatever, that New Zealand is a white man's country, and intends to remain a white man's country; we intend to keep our country for white men by every effort in our power. If there is anything in this proposal and I am just afraid there is, that would bring about a position that in years to come some members of an alien coloured race who had resided in England for a period of upwards of five years, and had obtained a naturalization certificate would be entitled, if this Bill became of general application to the Colonies, to letters of naturalization of the Empire, which would entitle them to come into our Colony as naturalized subjects. Speaking for New Zealand we would strongly oppose it on national grounds peculiar to our local circumstances.

Mr. GLADSTONE: Could not you meet it with the immigration law?

Sir JOSEPH WARD: The immigration law there would come into conflict with the proposals under this Bill. Under our immigration law in New Zealand, which I think our country would not relax, we insist upon certain examinations, and will not allow aliens who do not comply with the reasonable conditions that we require to come into our country. I want to be perfectly sure, speaking from a New Zealand standpoint, that in any legislation that is put upon the Statute Book in the hope of having law common to all as Mr. Gladstone said, we maintain the right of New Zealand to exercise to the fullest possible extent the control of an alien race that we might consider an undesirable acquisition to our community. I am not saying it offensively in any sense whatever to any other race, but the feeling that we should help our own race permeates the whole country. The school children in our schools are taught to regard New Zealand as a white man's country. We look upon it as a glorious portion of the British possessions, and we want to keep it so. We are advancing in many ways and are well circumstanced with a fine population throughout, and we want to avoid the mixing up and the contamination of the races both now and in the years to come by preserving it for white men to-day and not allowing any law, whether for the purpose of naturalization or for any other purpose to interfere with it. That is the fundamental and essential condition which I wish to see established in the interest of Great Britain just as well as New Zealand.

With that reservation, as far as we are concerned, I should only

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be too glad to assist in the very laudable object Mr. Gladstone has in view of having uniformity of treatment, but I do hope in giving effect to that uniformity of treatment that in the main overriding law you will make provision that the right of a self-governing Colony cannot be overridden by saying we have assented to some principle which might be found in operation injurious to our people.

Mr. GLADSTONE: It would be our intention to meet the views you have expressed. I am not prepared at the present moment to say in what terms in the Bill it should be done. I think that is a matter for discussion. It will be of great value to me to have the views of the representatives of the different Colonies, so that we can consider subsequently having those views in black and white before us how best they can be met in the provisions in the Bill. The Bill itself, as explained last time, is only put forward as a basis for discussion. It is a draft Bill. There is no idea of at once introducing it into the House of Commons and discussing it there with all these particular matters put forward to-day by General Botha and others unsifted and practically unsettled. There is no idea of that sort. I think I can give an assurance that the views put forward generally to-day will be carefully considered before anything substantive and final is proposed formally. Probably the best plan, if this resolution which has been moved is accepted by the Conference which, I understand, could be held under the terms of the resolution adopted on the 20th April.

It is a very difficult matter, from the point of view of the law alone, and I should not care to attempt to offer suggestions or solutions of the various points raised straight away.

Dr. SMARTT: It is a very important question to get settled, if you can do so, somewhere on the lines suggested by you, because we have the greatest difficulty. For instance, in South Africa, I take it that an alien naturalized in one Colony, perhaps holding the very highest office, who, after years and years goes to another Colony, finds that he has no privilege of British citizenship whatsoever. That is a very undesirable state of affairs. With regard to the people naturalized in Great Britain: they have an advantage, I take it, under your Act of 1870. If they go to any Colony they have all the rights and privileges of British citizenship. I am glad to understand, if I interpret your remarks aright, that you are prepared to consider what has been said by Sir Joseph Ward in that direction. There should be no difficulty at arriving at a common term, or common period, of naturalization which would be acceptable to all portions of the British Empire. It is a fact that in Great Britain, you may naturalize an alien of non-European extraction, and if there would be any possibility of your modifying that clause in your Bill so as not to allow him, *ipso facto*, to claim the rights of British citizenship in British possessions, it would meet a great many of us to a very large extent. Then there would be a possibility of the Home Government introducing a Bill, fixing, say, upon a certain period of five years, and other terms to be agreed upon, and practically without special legislation in the other Colonies or Dominions, it would only be necessary to pass a resolution or a clause adopting the Home Act, which really would allow anybody naturalized in any portion of the British Empire, who was of European extraction, and had resided the specified period of time, *ipso facto* to have all the privileges of

British citizenship in any part of the British Empire to which he went. Fourteenth Day. 9th May, 1907. — Naturalization. (Dr. Smartt.)

I might give you a very strong case indeed. We had in the Cape Colony a very notable alien in the person of the late Colonel Schermbrucker. He was naturalized as a British subject, and became a Minister of the Crown. To everybody it must appear as most undesirable that if, during his lifetime, he had gone, say, to the Colony of New Zealand, or to the Colony of Australia, he would have had to be re-naturalized, and could not have claimed the privilege of British citizenship. I believe such is the law as it exists at the present time. I should like to have Mr. Deakin's view upon the question of an alien, naturalized in Cape Colony (no matter how high a post he held in that Colony) if he went to Australia, and, being of alien birth, his British citizenship in the Colony of the Cape of Good Hope would not give him the privilege of British citizenship in the Commonwealth of Australia.

Mr. DEAKIN: I think that is so.

Mr. GLADSTONE: Yes, I think it is so.

Dr. SMARTT: I think it will appeal to everybody that that is a very desirable thing to alter. I know of many cases of the same kind, and it is because we feel that these cases will lead to friction that we do hope the Imperial Government will draft a Bill which will be acceptable practically to all the Dominions, so that it will be only necessary for the Colonies to adopt the principles throughout the Empire.

Mr. GLADSTONE: The Bill as now drawn is with the object of meeting that point.

Dr. SMARTT: If you can meet the case of the non-European, it will at once simplify the matter.

Mr. GLADSTONE: That is a matter of very considerable difficulty, for reasons which I need not state. I think it would simplify matters, but that is the point we have to consider, and to get round in some way, in order to meet the views of the different Colonies.

CHAIRMAN: May I take it that this resolution is adopted?

The resolution was carried unanimously.

Resolution XIX.

The Conference discussed the question of publication of the Proceedings and decided that they should be published at as early a date as possible, subject to any necessary revision or omissions.

NAVAL DEFENCE.

Naval Defence.

Dr. SMARTT: Would I be in order in moving this Naval Resolution after the discussion yesterday? I do not think it will take any time because it is a resolution which requires no remarks to make it acceptable to the Conference: "That this Conference, recognising "the vast importance of the services rendered by the Navy to the "defence of the Empire and the protection of its trade, and the para-"mount importance of continuing to maintain the Navy in the "highest possible state of efficiency, considers it to be the duty of "the Dominions beyond the Seas to make such contribution towards "the upkeep of the Navy as may be determined by their local legis-

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Naval Defence. (Dr. Smartt.)

"latures—the contribution to take the form of a grant of money, the "establishment of local Naval defence, or such other services, in "such manner as may be decided upon after consultation with the "Admiralty and as would best accord with their varying circum- "stances."

CHAIRMAN: I may say I communicated with the First Lord of the Admiralty what occurred, and he desires me to say he leaves himself entirely in the hands of the Conference with regard to any modification or omission of the words referring to the Admiralty. Otherwise he has no objection to it.

Dr. SMARTT: My reason for moving this resolution is the fact that I think we have all been impressed with the character of the discussion and the necessity of maintaining the Navy at the fullest possible strength, and I think we all recognise the manner in which the First Lord of the Admiralty has met us, especially in his desire to meet the views of the outlying portions of the Empire to see whether it is possible that they can assist in contributing to the strength of the Navy by organising local defences of a Naval character. I feel convinced that a policy of that sort will appeal very strongly to many portions of His Majesty's Dominions beyond the Seas. I gather from the statement of the First Lord of the Admiralty that the establishment of submarines, destroyers, Naval Reserve forces, local defences, and works of that character, will be of considerable advantage to the general strength of the Navy. I do not think anybody can take exception to the resolution, because it distinctly states that it is subject to the votes of the individual Legislatures, and that though the money will only be spent after consultation with the Admiralty, it does not in any way take away from the individual Colony its rights to be heard and practically to decide the best manner in which that money can be spent. But I gather from the character of the discussion we have had in this Conference, and the nature of the reception we have received—those of us who have had the advantage of discussing the matter with the First Lord of the Admiralty and his advisers—that the Admiralty will deal with the Colonies in the most sympathetic manner in this direction, the result being a movement that I consider will be of great advantage to the defence of the Empire. I think we all recognise that the time is coming when it is utterly impossible for the Colonies to expect Great Britain to bear practically the whole of this great burden of defence. The commerce of the Empire is now becoming of such an enormous character that it is more and more evident to the self-governing Dominions beyond the Seas of what vital importance it is to them, as well as to the heart of the Empire, that this commerce should have the fullest and most adequate protection. Therefore, I feel strongly that it is the duty of the Conference to come to a general resolution of this sort before we part. At this late period I do not wish to go into the whole facts, figures, and statistics, which we have gone over before, and therefore will content myself by simply moving the resolution, which I hope will be acceptable to every member of the Conference.

Sir WILFRID LAURIER: I am sorry to say, so far as Canada is concerned, we cannot agree to the resolution. We took the ground many years ago that we had enough to do in that respect in our country before committing ourselves to a general claim. The Gov-

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Naval Defence. (Sir Wilfrid Laurier.)

ernment of Canada has done a great deal in that respect. Our action was not understood, but I was glad to see that the First Lord of the Admiralty admitted we had done much more than he was aware of. It is impossible, in my humble opinion, to have a uniform policy on this matter; the disproportion is too great between the Mother Country, you must remember, they have no expenses to incur with regard to public works; whereas, in most of the Colonies, certainly in Canada, we have to tax ourselves to the utmost of our resources in the development of our country, and we could not contribute, or undertake to do more than we are doing in that way. For my part, if the motion were pressed to a conclusion, I should have to vote against it.

Dr. SMARTT: But the public works to which you refer are of a reproductive character which are vital to the interests of your Dominion.

Sir WILFRID LAURIER: Some of our railways have never paid a cent of interest or expenses.

Dr. SMARTT: Still, it is developing and opening up the country to an enormous extent. All the colonies are building developing railways of a character which may not be revenue-producing for years. I thought the wording of this resolution would have specially met your views because you will find to make such a contribution towards the upkeep of the Navy it may take the form either of a grant of money, or the establishment of a local defence force or other services. I understand Canada suggested strongly the other day that some of their other services were in the nature of local defence.

Sir WILFRID LAURIER: I have said all I have to say on the subject.

CHAIRMAN: I think it is a pity to pass the resolution if it is not unanimous.

Dr. SMARTT: I should like very much to hear the opinions of the representatives of the other portions of the Empire.

Mr. DEAKIN: I have no hesitation in entering into the discussion if desired; but if we are not going to pass the resolution is it worth while?

Dr. SMARTT: I think it is a great pity we do not pass something. We have done so much in the way of pious affirmation, that I am anxious we should do something of a practical character.

Sir WILFRID LAURIER: It can be passed if there is a majority. For my part, I must vote against it.

Sir JOSEPH WARD: To do any good we would require to be unanimous about it.

Dr. SMARTT: Yes, I suppose so.

Mr. WINSTON CHURCHILL: It is not much good to have a resolution at all if we cannot be unanimous.

CHAIRMAN: I think we had better not proceed any further just now.

Sir WILFRID LAURIER: We, of the different Dominions beyond the Seas, have tried to be unanimous up to the present time. I am sorry to say this is a question upon which we could not be unanimous. Therefore, Dr. Smartt can move it if he chooses, or withdraw it. But if he presses it I should have to vote against it.

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Naval Defence. (Sir Wilfrid Laurier.)

Dr. SMARTT: I am absolutely in the hands of the Conference. I do not want to press a resolution that is not likely to meet with the general approval of practically everybody on the Conference, especially a resolution of this particular character. We might, perhaps, let it stand over until the next sitting. Between this and Tuesday I may be able to modify it in some way to meet Sir Wilfrid's view.

Double Income Tax.

DOUBLE INCOME TAX.

CHAIRMAN: The two questions the Chancellor of the Exchequer has come about are, the double income tax and as to the profit on silver coinage. I understand it has been discussed already.

Mr. ASQUITH: Dr. Jameson, Dr. Smartt, and others were there and discussed it with me.

Sir JOSEPH WARD: Is it necessary to go over the discussion again? We have had it before.

Mr. ASQUITH: I hope not.

Dr. SMARTT: I understand the discussion we had before was printed and will be forwarded to the Conference.

Mr. ASQUITH: It is to be taken as part of the proceedings of the Conference and therefore we need not go over that ground again.

Dr. SMARTT: We hold equally strong the views we expressed the other day. We only hope you may have modified yours since then.

Mr. ASQUITH: I am afraid I hold the same view, I expressed then and therefore we must agree to differ about it.

CHAIRMAN: I only put it on the agenda because that was understood.

Mr. ASQUITH: Yes, it is right to raise it again, but it must be taken as we left it the other day.

Dr. SMARTT: You consider no further discussion will bring you any nearer to what is our idea of what is fair.

Mr. ASQUITH: I am afraid not. It goes to the very root of our income tax law whether right or wrong.

Dr. SMARTT: As this memorandum is going to be submitted to the Conference and will form a portion of the Conference proceedings, though the Chancellor of the Exchequer is not in accordance with our views, would not it be advisable to take the views of the Conference on the question?

Mr. ASQUITH: If you please.

Dr. SMARTT: So that it is tabulated what the views of the various portions of the Empire are on the question.

Mr. F. R. MOOR: I want to say that I have not heard any of the arguments addressed either by the British Government or the Colonies, because I understood this was a sub-committee which was going to discuss the question particularly concerning those immediately interested. I think if Mr. Asquith could just give us in a few words his reasons it would be valuable.

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Double Income Tax. (Mr. F. R. Moor.)

Mr. ASQUITH: I am afraid Dr. Smartt would not be content without adding his few words—quite rightly—and then we should go over the whole ground again. It was with the object of saving time in that respect that we had what I called a sub-Conference on this subject.

Dr. SMARTT: The reason also was that it was referred to this Conference. Having had a discussion in your Department, we should take the opinion of the Conference upon the question, as the opinion of the Conference might in the future weigh upon the mind of the Chancellor of the Exchequer.

CHAIRMAN: The proceedings of that meeting have been circulated.

Sir JOSEPH WARD: It seems to me that a reading of the proceedings of the Committee by the different gentlemen not on the Committee will give them the view put on record by the Chancellor of the Exchequer, in which he pointed out it was not possible for the British Government to give effect to some of the suggestions made. The very fact of that being so, whatever opinions might be expressed here—they are mere expressions of opinion—cannot alter it, and we would not gain anything re-discussing it. It is all on record in these proceedings.

Dr. SMARTT: But the vote of the Conference is not on record on that particular matter. I want simply to take the opinion of the Conference.

Mr. ASQUITH: I have no objection if you think it serves any useful purpose.

CHAIRMAN: You want the opinion of the Conference as to whether they agree with your resolution or not?

Dr. SMARTT: Yes.

CHAIRMAN: I can ask the Conference that. The resolution is: "That this Conference is of opinion that shareholders, resident in "British Colonies, of companies which are already liable to Colonial "income tax payments, should be exempted from similar taxation "in the United Kingdom, and strongly urges His Majesty's Govern-"ment to adopt, at the earliest possible date, the legislation neces-"sary to give effect to such exemption."

Sir WILLIAM LYNE: Do I understand that the practice is that supposing a company is registered in another part of the world with persons living here, deriving income from that company, you tax that income?

Mr. ASQUITH: If they live here.

Sir JOSEPH WARD: We all do the same. What we want to try to get is a mutual arrangement that one shall abandon the imposition at one end and the other at the other. We all do the same absolutely.

Sir WILLIAM LYNE: Then I think we ought to put on an overtax. The British Government stopped me when I wanted to do something of the kind once.

Sir JOSEPH WARD: If there is a shareholder in a British Company carrying on operations here entirely, and he is living in New Zealand and gets his income out from England to New Zealand,

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Double Income Tax. (Sir Joseph Ward.)

we tax it there. The very same is done by the British Government when a New Zealander is living in England.

Mr. ASQUITH: The whole thing is set out in the discussion we had the other day. The considerations on one side and the other are stated with perfect lucidity, and I think it would be a pity to have to go over the ground again.

CHAIRMAN: This resolution will be on record, and the proceedings at the Treasury are recorded, which shows that the Chancellor of the Exchequer cannot agree.

Dr. SMARTT: I understand Mr. Deakin, Sir Joseph Ward and General Botha have accepted the principles laid down in the resolution already. That is why I would like to have it on record at the Conference that they have accepted it.

Sir JOSEPH WARD: If the resolution goes on record with the record of the proceedings of the Committee and the views of the Chancellor of the Exchequer, I think it is just as good as a resolution passed one way or the other.

Dr. SMARTT: It is unfortunate that Mr. Moor did not happen to be present at the meeting we had. I know he agrees with the tenour of the resolution, and I thought if we could have got it affirmed here, Mr. Moor, who was not present at the discussion, would be able to vote upon it.

Mr. ASQUITH: No doubt all the representatives of South Africa would agree.

Mr. F. R. MOOR: We have no income tax in our Colony, but that does justify the double tax, in my opinion.

Mr. ASQUITH: They have in Cape Colony.

Silver Coinage.

SILVER COINAGE.

Mr. DEAKIN: The papers for which I have sent and my analysis of the return you have been kind enough to supply, have not reached me. The general opinion with us that the profit on silver coinage is large, is borne out by the return. The net results of the operations of the Mint must be most satisfactory.

Mr. ASQUITH: They vary very much from year to year. We had a very good year last year as it happens.

Mr. DEAKIN: The price of silver was low.

Mr. ASQUITH: The price of silver is one factor, but the demand is of a very capricious kind, particularly from West Africa. A large part of our profit is due to an abnormal demand from West Africa, where the natives like fresh bright silver and keep it.

Mr. DEAKIN: Apart from that, so far as I follow this return, the profits made on Australian coinage alone look extremely well—over 40,000*l.* a year.

Mr. ASQUITH: That is not far wrong. I will tell you exactly how I take the profit in Australia. The average amount taking five years' silver coinage applied in Autsralia is 76,480*l.* per annum. The mint profit on that, if all the coins had been made out of new bullion, would be 41,461*l.*, but we have to deduct from that the worn silver and on the average that was withdrawn from Australia to the

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Silver Coinage. (Mr. Asquith.)

value of 11,706*l.* per annum, so that the net supply of new coins was 76,480*l.* minus this 11,706*l.*, which would give you 64,774*l.* a year, on which the profit would be 35,115*l.* Then if you deduct the loss of the worn coin from that, as I think you ought fairly to do, because there is considerable loss on the worn silver—we average it at about 10 per cent. of the face value of the coin—if we take that 1,706*l.* which is the average annual amount withdrawn of worn coin from Australia, 10 per cent. of that is 1,170*l.* The net annual profit attributable to Australia 35,115*l.* less 1,170*l.* equals 33,945*l.* That is the best sum I can give you. That has been worked out as fairly as it can be. That may be said to have been the average profit of the Mint during the five years from the Australian issues.

Mr. DEAKIN. Have you any proposition to make for future coinage?

Mr. ASQUITH: Would you like to coin yourselves, because we can offer you that?

Mr. DEAKIN: That has been proposed.

Mr. ASQUITH: We are quite ready to give it up and let you coin yourselves, just as Canada does.

Mr. DEAKIN: Canada has a subsidiary coinage.

Mr. ASQUITH: Yes, and yours would be a local coinage.

Mr. DEAKIN: Yes, distinguished in some trifling way.

Mr. ASQUITH: You would have to choose for yourselves about what you did.

Sir JOSEPH WARD: Would you concede the same to New Zealand if we desired it.

Mr. ASQUITH: Yes, I think you would stand on exactly the same footing. I think that is a thing you might consider. I do not ask for an immediate decision.

Mr. DEAKIN: I should like to consider it with any suggestions the experts of the Mint can make.

Mr. ASQUITH: I make further the offer found on the last part of the memorandum as to withdrawing the worn gold coin which is at present done in this country. I offered to withdraw that at Sydney, or Melbourne, or wherever you please. That would be a great convenience to your trading community. There are those two offers, if you will kindly consider them.

Mr. DEAKIN: Thank you.

Dr. SMARTT: How would that meet the Colonies which do not coin their own silver? Would you be prepared to make them any allowance off the profits made on the silver coinage?

Mr. ASQUITH: We will make you the same offer as the others.

Dr. SMARTT: But we do not coin.

Sir JOSEPH WARD: We do not coin either, but I will accept your offer, kindly made, and will consider it.

Dr. SMARTT: You do not think you can meet us in any way so long as we do not coin?

Mr. ASQUITH: You would probably find the establishment of a separate Mint in New Zealand would hardly be worth the candle?

Sir JOSEPH WARD: I think that is very possible.

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Silver Coinage. (Sir Joseph Ward.)

Mr. ASQUITH: South Africa is rather different.

Dr. SMARTT: We see from the figures worked out that there is no difficulty of apportioning the profit to each Colony; consequently, you might be inclined to allow the Colony the profit made on the coining of the silver.

Mr. ASQUITH: I will consider your case; and the whole of South Africa stands on the same footing as regards this—General Botha and Mr. Moor also.

Dr. SMARTT: You will consider my question without committing yourself as to what might be a fair allowance.

Mr. ASQUITH: Certainly, without committing ourselves at all.

General Botha's Farewell.

GENERAL BOTHA'S FAREWELL.

General BOTHA: Lord Elgin and gentlemen, my time is over now. I unfortunately have to leave before you resume again. I must go on Saturday to South Africa, and probably this morning is my last attendance, but I hope I shall again have the opportunity of attending later Conferences. I cannot leave without saying good-bye to you all, expressing my gratitude to the Chairman for the able way in which he has led us and conducted the proceedings. It has been one of the greatest pleasures of my life to meet the representatives of the various Possessions here, and to shake hands with them, and I want to give you all this assurance that the friendships which I have formed here in person will always be strengthened as far as I am concerned.

CHAIRMAN: I think I may say on behalf of the Conference that I am sure we entirely respond to the sentiments expressed by General Botha. It has been a great pleasure to us to see him here. We know he has come at considerable inconvenience to himself, but I venture to think that the Conference of this year would have suffered very much had he not been able to attend. We, I am sure, also reciprocate entirely the feeling of the advantages which we gain by mutual intercourse, and though I do not know which of us will be here to meet him, we shall hope that he, at any rate, will attend another Conference.

After a short adjournment.

British Interests in the Pacific.

BRITISH INTERESTS IN THE PACIFIC.

The Conference sat in private. On resuming:

Mr. DEAKIN: Lord Elgin, with the permission of the Conference I propose to invite their attention to this question from a general point of view because without reference to the past, I doubt if the intention of the Commonwealth Government can be made clear. There was a time—and that not so far distant—when this ocean was ignored and these Islands were little visited because they presented small opportunities of trade or settlement—a time at which Great Britain was so much the predominating power that almost anything desired in the way of possession or suzerainty could have been acquired without difficulty. Of course the dead past must be left

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to bury its dead, but some reference is necessary to the indifferent attitude of statesmen in this country, a not unnatural attitude because, to the United Kingdom, the Pacific is remote, and not over the greater part of it even a highway of much traffic. On the other hand, to Australia and New Zealand in particular, and also to Canada, the future of the Pacific is extremely important, and may become more so at any time, now that attention is directed to its great spaces where rival nations have a footing, and are if anything disposed to strengthen their hold. This difference of situation led from the first to a different attitude of mind on the part of the people of the Commonwealth and New Zealand, the people of Australasia, as compared with that of the people of the Mother Country. As a consequence, the course that has been followed and consistently followed in Australasia has neither been understood nor appreciated here. I do not wish to dwell once more upon the impossibility of severing the interests of the Empire into those which could be allotted to the United Kingdom and those which should be allotted to its Dominions beyond the Seas. As a matter of fact, we have all but one interest, though this may be modified by the claims and interests of the several parts. But no gain is possible to the flag in the Pacific which is not of great moment to Great Britain as well as to Australasia. I do not pretend to apportion the relative values of gains or losses, that would be an idle task. But we may fairly assume at least an equality of interest in matters affecting the Pacific.

Owing partly to the dominance of a certain school of political thought in the United Kingdom, which so far as appearances go has much diminished in authority, there was a time when the anxiety of public men in this country was to avoid under any circumstances the assumption of more responsibilities and a great willingness to part with any that they possessed. I do not know how far that school is still represented, nor does it matter; but there never was a time when a similar school of thought existed in our new countries. From the very first, the earliest settlers even when they were few in number, were large in their ambitions, not for themselves but for the country to which they belonged, and for those who were to come after them. That was the original cause of difference of policy. Thus the opposite points of view of those who live by the Pacific Ocean, as is our case, and those on this side whose shores are washed by the North Sea, have been the chief ground for difference. But what is sometimes forgotten is that in the very earliest periods, when the British flag was first carried into these seas, there were British statesmen who entertained the largest ideas of the scope of our authority in the Pacific. I think it was when Governor Philip was sent out to the Colony of New South Wales that his Letters Patent not only included Australia, but what were termed the adjacent islands, and although these were the days before steam, at least one of his successors held that "adjacent islands" extended to Tahiti, naturally including all the groups between. At all events, the New Hebrides were distinctly included within New Zealand in the earliest days of that Colony, and our title to them was only abandoned in 1840. The prevailing attitude of mind here is fairly expressed in a despatch published in a Blue Book relating to the New Hebrides this year, relating to the Convention with France. It appears on page 64, where a despatch of Mr. Alfred Lyttelton, of

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October 31st, 1903, is quoted. In reply to a paragraph in a letter which I had written, commenting on what I termed "the inaction of the Imperial Government," I was directed to this document, as expressing the views which are still held. In this despatch it is pointed out that a vast extent of territory in the Pacific Ocean has been definitely brought under British control during the last 30 years. It must not be forgotten, as I have already said, that it was indefinitely under British authority before that; but the statements here made show what parts were definitely brought under British control during the last 30 years. Reference is made to Fiji, part of New Guinea, the Solomon Islands, the Gilbert and the Ellice Islands, and the Cook Group, most of those acquisitions having been made as is admitted mainly (sometimes entirely) of the interests and sentiments of Australia and New Zealand. Now that is perfectly true. But for the action of Australia and New Zealand, there would not be an island to-day in the Pacific under the British flag. I am old enough to remember the long agitation which led to the annexation of Fiji which was very nearly allowed to slip through our fingers. I remember only too well the warnings transmitted to the Imperial Government with reference to New Guinea when we were assured by the then Secretary of State for the Colonies, Lord Derby, that there was no intention on the part of Germany to annex any part of that island. It was in this faith that the flag hoisted without authority by the Governor of Queensland, the British flag, was hauled down.

Sir WILFRID LAURIER: By whom?

Mr. DEAKIN: By order of the British Government. Immediately afterwards one half of that very territory which we had just been assured was not going to be touched was appropriated by the German Government. Then, because under pressure of public opinion that Minister for the Colonies was forced to take over the fraction left, that is cited to us years afterwards as a proof of the spirited policy pursued by the British Government. What is true of this island is true of the Solomon Islands and the Gilbert and Ellice Islands. Whatever losses there are in the Pacific—and there have been others—have been due to neglect here. Every single gain has been due to pressure from Australia and New Zealand. Consequently, whatever credit is due for the acquisition of these islands rests on the other side of the globe and not on this. Is it, therefore, to be wondered at that a feeling has been created and still exists in Australia—an exasperated feeling—that British Imperial interests in that ocean have been mishandled from the first? It is more by good luck than by good management that we retain even the islands that we possess. That is to be remembered, in coming to the consideration of the recent developments to which these remarks are a prelude, because, unless you understand that from the point of view of Australia, we once had the Pacific within our grasp, and have retained nothing of it without constant protest and exertion, while we have lost a great deal which we might have secured, our sentiment, which is apparently quite unappreciated by the press and public men of this country, will never be understood. Here we are represented as a grasping people who, settled in Australia, a territory still too large for us, are reaching out in a grasping spirit to add to it merely because we are in Australia. That exactly reverses our point of view. We practically had these islands, or most of them,

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almost as much as we had Australia in the first instance. It is not a series of grasping annexations that we have been attempting, but a series of aggravated and exasperating losses which we have had to sustain. There you have our two absolutely opposite points of view, the point of view of our part of the world and the point of view in this country, and it is only because it is necessary, as it appears to me, to make that fundamental contrast of attitude understood, that I have ventured to detain the Conference by referring to it.

Let me now approach the latest illustration of our misfortunes in the New Hebrides. Ever since I have been in public life this group has presented vexed problems to Australia. It was only after a very long struggle that in 1887 we were able to obtain a means by which the titles of British settlers there could be officially recognised. We wished some foothold given those early and enterprising men. In 1887, as is now well understood, when the first of these Conferences assembled, the project quite favourably regarded by the British Government included the surrender of whatever rights were possessed in that group. It was only on account of the very vigorous opposition to that suggestion offered by Australasia that the islands did not then pass entirely under the French flag. That was another experience which has not been forgotten, and is not likely to be forgotten. The intention in 1887 was that some arrangement should be arrived at with the French Republic in reference to the future of these islands. When the Conference of 1897 met, the only reference to them that I remember, states that no decision had been arrived at. For ten years the matter had been allowed to rest. In 1904 an agreement between the British and French Governments was signed which provided for a settlement of matters in dispute between them all over the world, in Morocco in particular, in Africa generally and elsewhere. Again the New Hebrides only appeared in a footnote indicating that something was still expected to be done. It requires to be remembered that during all these years, before even land titles were recognised, there were British settlers in that group; there were British missionaries; and that whatever was being done in the way of trade or to inculcate the principles of Christianity was undertaken by Britons, including a certain number of Australians. I am not delaying for exact dates, but think it was in consequence of our fresh representations made in 1902 that a British Resident was appointed, a gentleman without real status or legal authority of any effective kind, who was to keep a general oversight of British interests and to advise. He had no real power; he was not authorised to keep records, and has not even the means of necessary transport which would familiarise him with the various islands and villages of the group. Under all these difficulties it is not surprising that he has accomplished little. During this earlier period, the New Hebrides has been dealt with by the individual Australian States and New Zealand; and among the very first resolutions passed by Conferences which were then held at which six or seven Colonies independent of each other were represented they passed strongly worded resolutions about the New Hebrides, with which I do not desire to detain you. Never at any time has this matter been out of the view of Australian horizon. On January 1st, 1901, the present Commonwealth came into being, and within two months one of the first despatches ever directed from the new Government of the whole of Australia, addressed to this office, related to the New Hebrides. Consequently,

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statements which have recently been made in Parliament, here and elsewhere, that the New Hebrides have been the subject of correspondence for the last 20 years, and that some persons here were saturated with the views we have expressed, have very good foundation. We have kept on protesting and urging action without any cessation for the last 24 years. Before that there were frequent and spasmodic outbursts of complaints as we saw the islands slipping away, but for the last 24 years there has been systematic agitation, yet practically there has been nothing to show for it until this last.

Sir WILFRID LAURIER: Are you asking for any special action or protesting in general terms against the supineness of the Government?

Mr. DEAKIN: Let me first get on record an explanation of the Australian attitude expressed in both special and general protests and now approach my second subject, the Convention recently concluded. That I do not propose to discuss in detail here. As to the merits or demerits of the convention made, we have said our say and I have since had the opportunity of communicating with Members of His Majesty's Government here in reference to it. I feel it would be idle to criticise that Convention now; but I do feel in justice to ourselves, and to meet some statements to which I must presently refer, that we are entitled to have it understood why, and with good reason, we have an exasperated feeling. I do not know of any series of public incidents that have sown more discord in Australia and created more discontent than those dealing with the Pacific Islands. They have caught and kept the popular eye and inflamed the popular mind. I think that after all our unfortunate experiences these years we were entitled to expect that in any dealings with the New Hebrides, Australia and New Zealand would have been consulted, kept in close touch with the Colonial Office, and afforded every opportunity of assisting to bring about a fair settlement. The trade of the Hebrides, such as it is, is with Sydney and Auckland, and consequently the best information available is to be obtained in them. There was first of all a fair title of our people and their Government to be consulted, and there was next the possession of an intimate knowledge of their local conditions possessed by our missionaries and our traders. On both these grounds we, as representatives of the British people in those seas and deeply interested ourselves, were entitled to be heard. The fact is, however, that this Convention was arrived at without us in a most extraordinary manner. It will be remembered that we have been for the last 24 years corresponding, passing resolutions, and protesting; and when it appeared impossible to make any further advance on the lines that we had been following, about the middle of 1905 I addressed two despatches to this office. The first was in consequence of one of the many deputations which waited on the Government from missionaries and people interested in the islands, asking, as they have asked a score of times, for some settlement of the issues connected with them. My first despatch conveyed their complaints and representations, but from all the information I had been able to obtain I had become persuaded at last that comparatively little could be hoped for British supremacy in those groups at that time. I consequently wrote another despatch, in which I suggested that a permanent joint protectorate under representatives of both countries and founded upon conditions giving security for investment and settlement,

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might be worth considering. This is given at page 3 of the Blue Book already alluded to. That suggestion was prefaced in these terms: "Your Excellency's advisers, though most reluctant even to "appear to relax their efforts to secure annexation, are so discouraged "by the interminable postponements, and the uncertainties of the "present position that they feel constrained to inquire whether a "proposal for such a protectorate is favoured by His Majesty's Gov- "ernment and the Republic of France, and if so, upon what terms." At the conclusion of that despatch we pointed out that the sentiment of the people of the Commonwealth is so adverse to anything resembling a sacrifice of the great Imperial possibilities of the New Hebrides, that this inquiry was tentative only in order to ascertain the prospects of such an arrangement, and afford an opportunity for its consideration in the event of no better alternative being open to us. That was the end of August, 1905. I do not think anything could be clearer or more explicit than those despatches. We made an inquiry. We wanted to know on what terms a joint protectorate would be possible, and pointed out that our inquiry was tentative only to afford an opportunity for further consideration. To that letter we received no reply—that is to say, no reply for months afterwards, months during which a great deal was happening. This Blue Book renders it unnecessary for me to follow the whole course of the subsequent proceedings in detail. It commences with a letter from the Foreign Office to the Colonial Office of September 1905. The Foreign Office then forwarded a memorandum from the French Minister in London with reference to an examination of title deeds in the New Hebrides. The correspondence which had been conducted between the Imperial Government and ourselves had two or three different lines. One was the main correspondence asking for annexation, another and quite distinct correspondence was being carried on in reference to the titles to land claimed by British or French settlers with the object of getting these in some way settled, in order to avoid the quarrels which were springing up between British or French, over their transactions in land. There was a third line of correspondence which related to the occasional disturbances in the island or minor squabbles. This despatch containing the complaints of the deputation was written before my despatch of August 29th, 1905, touching upon a possible protectorate. The negotiation in London differs from both since it springs out of the correspondence about land titles, these being in a very unsatisfactory position at that time. The French Commissaire Général had been requested to furnish his observations on the proposals made by the British Government with regard to the land claims in the New Hebrides, that is on page 1. The suggestion was that a local mixed commission would be necessary to deal with those land titles, but the French Government thought there would be objections to investing such a commission with full powers, and thought it would be advisable at least to specify the nature of the evidence which could be put on one side or the other. What was therefore suggested by them was not a commission to settle land titles, but only a chat between two officials to settle the terms on which evidence regarding these titles could be put in. The French Government suggested nothing more than verbal negotiations of a purely semi-official character between a French expert and a British official. That was the proposal. The translation given certainly does full justice to the French

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request, which will be found in the enclosure. Then comes the arrival of my August letter to which I have already referred. The French Government on October 5th agreed that the examination of title deeds should be trusted to a local mixed commission and suggested for the purpose of settling the powers to be entrusted to the commission, that the nature of the evidence which might be put in should be discussed in verbal negotiations of a purely semi-official character. That seems to me to be a little larger than the first proposal, "settling the powers to be entrusted" seems an addition, but it is immaterial. Needless to say, of all this correspondence we heard nothing and knew nothing. So far as we were concerned it did not exist. On November the 4th, the Colonial Office telegraphed to New Zealand to ascertain whether they were favourable to a joint Anglo-French protectorate. They received an answer given on page 5 to say: "If not better arrangement could be made. They would prefer annexation, but failing that the island should be divided. Next, on page 4, we find that the "functionary" named by the French is M. Saint-Germain, a senator of France, occupying a very considerable public position of influence in that country, and scarcely, I should say, the kind of functionary contemplated in the earlier correspondence. In addition he is to be supported by two officials, one attached to the Cabinet of the Colonial Office of France, and the other attached to the Cabinet of Monsieur Clémenceau. We are thus prepared for the letter of December 6th, which shows that the next suggestion is that the scope of the commission should be enlarged to discuss the best means of terminating the difficulties which have arisen owing to the absence of jurisdiction over the natives of the islands. The French enclosure is given below. Then we find the Colonial Office informing the Foreign Office that three representatives of the French Government are expected in connection with establishing a land claim tribunal in the New Hebrides. Mr. Lyttelton, the Colonial Secretary, then submits, for the first time, that the opportunity should be taken to discuss verbally with them, if they were willing, the question of a joint protectorate. Of this, too, we knew nothing.

We pass on now to a further communication of January 9th, 1906, from the Foreign Office, enclosing a copy of a communication from the French Embassy. The chat between two officials about evidence has become a Commission—"au sujet de la Commission des Nouvelles Hebrides" is the phrase used in No. 13. In addition to M. Saint-Germain, who has the title of "Commissaire," there comes Monsieur Picanon, a very capable and high official, who has been Governor of New Caledonia, and Monsieur Weber, who is joint chief of the office of the Colonial Minister. In addition there is a Monsieur Gournay, who is to be secretary and interpreter. The single "functionary" has been transformed into a Senator, an ex-Governor of New Caledonia, a joint secretary of the Minister of the Colonies, and another gentleman from the same office. It is pointed out in the last paragraph that this is not an official Conference, but for the purpose of a simple exchange of views. It must be understood that we remained unaware of any of these proceedings. The distinguished gentlemen came to London, and the Convention sat in February 1906. Except for the information conveyed to us by ordinary newspaper cables, we were still unaware of its existence and of its character. We had not the faintest conception of its

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scope. We saw the notices in the papers, and were somewhat surprised that the appointment of the French official and the British official who were to settle the manner in which the evidence on titles should be put in had not been communicated to us, but regarding the meeting in that light and remembering that it was to be unofficial and that everything was to be subject to after consideration, we supposed it was by a mere official oversight that we were being ignored upon a matter of small importance. It was not, in fact, until expressions of astonishment began to appear in the Australian papers after I had been questioned about the meeting, that the correspondents of English papers in Australia cabled to London some expression of surprise. It was then that we received the first reply by telegraph, which will be found on page 10 March 5th, 1906, referring to our unanswered despatch of August 29th and informing us that the "Joint Anglo-French Commission has signed "Convention for submission to British and French Governments for "settlement of questions in New Hebrides. Convention will not be "confirmed until His Majesty's Government has had opportunity of "considering views of your Ministers. Copy will be sent by next "mail." This was signed by Lord Elgin. That was the first intimation we had that there was a Commission, that a convention had been drawn up and signed, and that it was to settle questions in the New Hebrides other than those affecting land titles.

There I can stop my recital of events. But it is at least a matter of interest and of some curiosity to know that though the Convention did not sit until February 1906, previously, in December 1905, there appeared in a French paper a forecast of the findings to be expected from this Commission which was posted to me by a very experienced and able member of the House of Commons. So that I was not altogether unprepared for the Convention when it arrived, seeing that it followed, according to the member who posted it to me, and according to my own recollection, the very lines on which the actual Convention was drawn up. That means nothing more than this, that the French Commission went into this meeting knowing exactly what they wanted, thoroughly well equipped with information, with the personal experience of M. Picanon in New Caledonia where he had been Governor for some time, and with the general knowledge of M. Saint-Germain. They knew what they wanted and what they intended to get. There need be no surprise if they got it—nor any suggestion of anything more than their address—knowing their own minds they were successful. Then comes a despatch to us dated March 9th, 1906, which I do not propose to refer to except to quote a line from page 14 the last paragraph, by which we were informed that the draft Convention must be confirmed or rejected practically as it stands. Except the telegram, this was the first reply we had ever had to our suggestions of August 1905, which, as I have shown, were made in a reply tentative way and subject to consideration, and made only in default of other possibilities. The first information we got was a Convention which we had to confirm or reject practically as it stood. That intimation, it must be remembered, was not made to us by the British Colonial Office for its own purpose, but was an intimation to us that, having debated this matter with the French Commission its officers felt sure no better terms could be obtained. Therefore, they told us that this Convention must be accepted or rejected as a whole.

Now I take it that anyone who has followed this simple statement

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of the course of events will realise that those who have heard the statements made in public in this country with reference to the manner in which this Convention is formed may be pardoned if they have arrived at an entirely misleading view of the circumstances. To say that a correspondence with us had been proceeding for many years is perfectly true, but quite irrelevant to the making of this Convention. To say that we were consulted at every step is an abuse of language, so far as that Convention is concerned. To lead anyone to suppose that the Commonwealth or its Government had the faintest tittle of responsibility for either this Commission or the personnel of this Commission, matters on which I think we were fully entitled to be heard, or to allow it to be supposed that we knew anything of that Commission, its purposes, character, or work, or of this Convention until we saw it complete, is to convey a series of wholly mistaken impressions. We knew nothing until we received this Convention with an intimation that it must be either taken as a whole or left.

I do not think that this procedure is capable of any defence except by the frank statement that it was due to an entire oversight, that Australia and New Zealand had dropped out of view, that the able gentlemen who represented the British Government on that Convention being capable and well informed, it was not necessary for us to be consulted; that they knew better what we wanted than we did ourselves, or at all events were better judges of what ought to be done in the New Hebrides than we could be. Any one of those statements might be made, and I do not contradict it. All I am concerned to insist upon now is that there should be no pretence that any respect whatever was paid or sought to be paid to the opinion of Australia, or any recognition given to us in a very serious matter on which we certainly were entitled to be consulted, or at least informed, at every step. We were not even informed of what was taking place through the newspapers. That it should be possible at the centre of the Empire to conduct a negotiation upon matters of grave importance which had been the subject of correspondence for 24 years between the Colonial Office and the self-governing communities concerned and which was of great moment to Imperial interests in the Pacific in this casual and secret fashion, is, I think the strongest possible impeachment of the methods that have obtained in this office.

It is not because I wish to return to the past, but to defend our action and to prevent the possibility of anything of this kind recurring in the future, that I have recapitulated these incidents. But when I find in the House of Commons a question asked on the 19th February of the Under Secretary for the Colonies relating to the New Hebrides referring to matters upon which we had been in correspondence with this Department, I have again to submit that the methods which make this possible are certainly in need of entire reform. The question was asked by Mr. Whitehead and will be found in column 708 of the Parliamentary Hansard: "I beg to ask the "Under Secretary of State for the Colonies whether he is aware "that the protective tariff in force in the Australian Commonwealth "applies to maize, copra, and other products of the New Hebrides, "and has been a cause in limiting the number of British settlers and "retarding the development of British interests in those island, "and whether, in event of further representations being made

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"by the Australian Government with a view to Australian predominance in the New Hebrides, His Majesty's Government will endeavour to persuade the Australian Government to encourage British settlement by offering a free market in the Commonwealth to British merchandise exported from the "islands." That, though put in the form of a question, suggests or provides material for a number of serious misapprehensions.

I must call attention to the answer, accounting for some of its several misstatements by a too ready acceptance of the implications of the question. The answer was to this effect: "I am aware of the facts stated in the first part of the hon. Member's question. The Australian Government propose to submit to the Commonwealth Parliament at an early date proposals in connection with tariff revision which will, I gather, be designed to minimise as far as possible the disability under which British settlers in the New Hebrides are now labouring." What were the facts stated in the first part of the honourable Member's question? The Under Secretary of State said he was aware of them and endorsed the statement. Yet no tariff in Australia ever yet has applied to copra, which is the principal export of the New Hebrides and by far its chief hope; it was always admitted free to New South Wales, our principal and principally sole market, and, since the constitution of the Commonwealth, has always been admitted free to Australia as a whole. It is imported into Australia in large quantities, in part manufactured there, while other large quantities are transmitted to England.

Of course I know that the Under Secretary for the Colonies has no personal responsibility whatever for that statement. He is informed by officials, who have before them the Commonwealth Tariff. Copra has for several years increased in value, and the trade is increasing in importance, so that I cannot imagine how it can have been possible for anyone pretending to even the faintest knowledge of production in the Pacific, not to be aware that copra was and always had been free. The answer proceeds to say that the Australian Commonwealth Tariff applies to maize and other products of the New Hebrides. As a matter of fact it scarcely touches any of the other products, as far as I am informed, besides maize. Maize, ground-nuts, and bananas it does touch to some extent. I presume members of the Conference know that maize is a frequent crop, while ground-nuts and bananas, too, have their season. They are not like copra of which one does not reap the full fruits for from five to seven years, after which it is a permanent product for many decades, perhaps 60 or 70 years, and of great value. The other crops are used pending the maturity of the coco nuts. There were, and are duties in the Commonwealth which affect maize and bananas, but for the first two years after their imposition they did not affect maize at all, because those were the seasons of great demand in the Commonwealth. Then we import grain from everywhere. The New Hebrides settlers in those two years did a thriving business with us, notwithstanding the duty. They paid the duty and still reaped very handsome profits. One might expect, perhaps, that this should be known since it was a fact that for those two years from 1901 to 1903 the New Hebrides settlers were not in the least affected by our tariff on maize.

Then, what ought to have been remembered and indeed it was directly brought to the knowledge of the Colonial Office was that we had appealed to them in order to ascertain if we could not grant a

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preference to the maize grown in the New Hebrides, and had been informed that this would conflict with treaty obligations. We had been so informed. This reply is given in February 1907; and it was about that time. It was after we had been bringing under the notice of the Colonial Office our anxiety to help the settlers in the New Hebrides by making them special concessions. That was a fact that was well known, and ought to have been stated in reply to the House when a question was directed directly against the Commonwealth tariff and its supposed continuously adverse operation in the New Hebrides.

Mr. WINSTON CHURCHILL: May I say that I did not know that Mr. Deakin was to raise this particular point, or I should have refreshed my memory by a closer study of the facts; but, so far as I recollect, the authority stated by me was Sir Everard im Thurn, our High Commissioner in the New Hebrides, who reported to us that the Australian tariff had injuriously affected British colonization in the New Hebrides. I think that has been published.

Mr. DEAKIN: It is published.

Mr. WINSTON CHURCHILL: I think the authority on which I made my statement which is, of course, only a general acceptance of the facts contained in the question——

Mr. DEAKIN: I am not quite sure that we had his Report before this; but the point is this: that directly we saw it we challenged it at once by despatch. It was the unintentional misrepresentation of a gentleman recently appointed, who had only paid one visit to the group, and was extremely unfamiliar with a great many of its details.

Mr. WINSTON CHURCHILL: It is perfectly open to Mr. Deakin, with the resources of the Australian Government at his disposal, to differ from the view of the facts which was taken by this Government, with such resources as we have at our disposal.

Mr. DEAKIN: Still there are the facts, we had proposed a preference. The implication in both question and answer is that we have done nothing to lighten our tariff, whereas we had not only referred the case of the New Hebrides to our Tariff Commission (that is, of course, a matter of our internal politics, as to which you need not have any knowledge), but we have also been in correspondence with you to discover whether it was not possible for us to give a preference to these particular settlers on these very products.

Mr. WINSTON CHURCHILL: Since when?

Mr. DEAKIN: I read the correspondence at yesterday's meeting, but have not brought it to-day. I read that correspondence and the telegrams yesterday that were sent to us saying that we could not discriminate. Then we asked them about the discrimination to French nationals in New Caledonia.

Mr. WINSTON CHURCHILL: The report was to the effect that the tendency of the tariff over a long period of years had been prejudicial to the development of British settlements in the New Hebrides. It is quite clear that anything done in the last year or eighteen months would not have affected the substantial truth or justice of that conclusion, although I quite agree from the point of view of the Australian Government if a movement had been made, it was desirable that it should have been stated. I say at once that if I had known it, I would have stated it.

Mr. DEAKIN: Of course you would, but the statement which was made was wrong, and that which you are now repeating is wrong again. New South Wales never had a closed port, and the business of the New Hebrides was with Sydney only. That is one of the ridiculous insinuations of the writer. The New Hebrides enjoyed an absolutely free port, which was and is the only port with which they have any trade; they sent all their goods to New South Wales, where they were all absolutely free until we imposed the Commonwealth tariff in 1901. Instead of their being liable to duty over a long series of years, they had Free Trade all the time up till 1901. In 1901, 1902, and 1903 our new duties had no effect, because the demand for maize was so exceptional. Instead of operating over a long period of years, our tariff had only operated for two years, 1904 and 1905.

Now, what is the fact? Mr. Whitehead suggests that our policy has limited the number of British settlers. The Commonwealth Government, at an expense of several thousands of pounds, has planted British settlers in the New Hebrides, and endeavoured afterwards to give them a tariff concession. Will it be believed that at the time this answer was given in addition to that I obtained from the House a sum of 500*l.* to pay to these very settlers? They are only a handful of maize growers, and this sum enabled us to make up to them the difference caused by the effect of our tariff. We are paying out of our own pocket enough to enable these people not to be affected by our duties.

What is the knowledge in this office? All these facts have been published in our newspapers; we are actually spending our own money to prevent these people being affected by our tariff, and have tried to grant them a preferential tariff. Then when a question in the House of Commons directly implies that we who had put settlers there were injuring them, and doing nothing to help them, the only answer given is that we are only proposing to do something in the future. All these circumstances were ignored; the fact is, that we have taken the greatest possible pains to endeavour to help these people, first to put them there, then to keep them and then to give them speecial advantages, finally voting them bounties. Yet not one of these facts is referred to. I am quite content that this incident should be buried, even with regard to those behind the political responsible heads who committed these oversights, but the misfortune is that such slanders tell against us very much. Not only this answer, but other official references on which I do not wish to dwell have created an idea that the Australian Government, while clamouring for everything to be done in the New Hebrides, is at the same time doing everything it can to impede the success of its settlers.

Mr. WINSTON CHURCHILL: No, the only suggestion made for which I have any responsibility is that the policy of the Commonwealth has not sufficiently considered the interests of British colonization in the New Hebrides. It is quite possible now, in fact it is recognised even in that answer to the question, that the Commonwealth Government is now taking a different view, and perhaps if that view had been taken at an earlier stage, the disproportion between the British and French settlers would not have been as great as it is.

Mr. DEAKIN: Not at all; that is another of Sir Everard's mistakes.

Mr. WINSTON CHURCHILL: We are bound to believe state-

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ments made upon the authority of our Governor and representative; it is a great pity that we cannot discuss over the telephone with you in Australia the answers which have to be given in the House of Commons. I am sure I should welcome the opportunity, but very often having twenty questions a day to answer in the House of Commons, it would not be a very easy matter. In the meanwhile, that not being a possibility, we have to go to the documents which are before us from our responsible representative abroad.

Mr. DEAKIN: Quite so, and I have not said a single word that conveys a suggestion of anything else.

Mr. WINSTON CHURCHILL: I should be very sorry if the answer I gave in any way appeared detrimental to the interests of the Dominion affected and was at the particular time contrary to the fact.

Mr. DEAKIN: It has been detrimental; these answers are also cabled out, and our people cannot understand how it happens. It has had a very bad effect here because it is one of a strain of the same sort of misrepresentations.

I take it that what we are entitled to expect on these matters is that somebody in a great office like this should be kept sufficiently well informed of our ordinary public matters so as to be able to put accurate answers into the hands of Ministers.

Mr. WINSTON CHURCHILL: I think it would be a great advantage. I very much regret that I have to go to Manchester almost immediately, but I think it would be a very great advantage if our attention was drawn by letter and despatch to any inaccuracies in these statements.

Mr. DEAKIN: A letter takes nearly five weeks to reach us, and five weeks to get back, that is nearly three months, by then the whole thing is dead.

Mr. WINSTON CHURCHILL: True, the distance is one of the most difficult facts that we have to deal with in the British Empire.

CHAIRMAN: If we could all meet across the table like this these unfortunate happenings would be avoided.

Mr. DEAKIN: I have finished with that matter, Mr. Churchill. I have no desire to revive these incidents except as warnings for the future and in order to explain the feeling that exists. Lord Elgin may think that on this matter I hold strong views. I do, but they are shared by thousands. On this matter I am certain that you cannot find a newspaper in Australia that has a word to say in defence of our treatment in relation to the New Hebrides. I am now speaking of the way we are treated quite apart from all issues as to the merits of this and that Article of the Convention. All of those I dismiss. They are settled and accepted for the present, but you cannot find a newspaper of any shade of politics of the least importance that upholds your action. It is unfortunate; it is to be avoided. The maintenance of a good understanding is impossible when all public opinion and the Press become adverse. Especially when we are unable to follow our invariable habit of defending in public any statements made by or on behalf of the British Government. Could it be supposed by us to be necessary to talk about what we have done in these islands? We are paying an extra subsidy to the only line of steamers which plies there, and which would not ply there at all but for them. We paid the man extra subsidy for the assistance in

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the New Hebrides, of our settlers, the British settlers. We induced those steamers in consequence of our subsidy to lower their freights for maize 75 per cent. Those settlers have been sending their maize to the markets of Sydney at only 25 per cent. of what they paid before we intervened, so that we are not only helping them by a grant, but reduce their freights to 25 per cent. of the ordinary rate. Yet it is alleged here that we have never lifted a finger for them but only to tax and impede them.

We became indirectly the controlling power, although not the owners, of certain lands in the New Hebrides, and we made these available for British settlers at the nominal figure of a shilling a year for 50 acres. That was in order to give those who had not sufficient land there, or others they could bring with them, an opportunity of making a living in the group. What has the United Kingdom ever done for its settlers outside its territory to compare with this?

I have now finished the story of what we did for the settlers in the New Hebrides, and why we resent a good deal of the criticism to which we have been subjected in regard to them.

CHAIRMAN: I would like to say at once that there is no doubt on the part of His Majesty's Government of the importance of the Pacific, and I entirely agree with Mr. Deakin, that the aim must be that as between the United Kingdom and the Dominions beyond the Seas there should be no difference whatever with regard to the interests we feel in them. I did not know the extent to which Mr. Deakin was going into the past history of this subject, and I am not prepared to follow him throughout, and I do not know that he will expect me to do so. I think he admitted that the actual authority of Great Britain was subject to some limitations in the Pacific and had always been.

Mr. DEAKIN: It extended as far as "Tahiti."

CHAIRMAN: Mr. Deakin said that it was "indefinitely" under British authority, and I think another expression he used was, that Australia "practically had" more extensive interests than had been admitted. I am not sure that that carries us very far, because, after all, we have to bear in mind that when you convert indefinite interests into actual interests you assume an amount of responsibility, and you become liable to an amount of cost, which does not apply to the indefinite possession, and of course we in this country, though we are willing and desirous to do all that we can to protect the Dominions beyond the Seas, and have been so in the past and now hope to be equally energetic with your assistance, there is a limit to the extensions which we can contemplate, and certainly to the rapidity with which those are made. If other nations—which, after all, we cannot exclude from interest in the Pacific Ocean—have advanced and established themselves in certain parts of it, I do not think that is quite justifiable to impute to us on that account that we have caused what I think Mr. Deakin described as a sense of aggravated loss to the Commonwealth or to Australia. At all events, if there has been that sense, I hope that he will take into account the other considerations to which I have drawn attention, and believe that it was not at any rate from any intention, I am sure, of our predecessors any more than it is of ourselves to cause aggravated loss, or in any way to undervalue the sense of interest which I can understand is more present to them out there than perhaps it is possible that we should feel. I do not think that I shall serve any useful purpose if I

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follow through the details of the history of the New Hebrides which Mr. Deakin has given. I will only just remark this, that I am informed with regard to the British Resident that he has a legal status, and I know that the amount which he has been able to do has been recognised, recognised not only by his superiors but by others who are in no way responsible for it. Therefore, so far as that is concerned, I will only say that I deeply regret if there has been the feeling which Mr. Deakin described as exasperation from the series of incidents. I deeply regret it, but at the same time I cannot altogether admit that we are to take full responsibility for that, or that we are perhaps quite so guilty as Mr. Deakin's eloquence would make us appear.

(Chairman.)

I must say a word or two, I think, as Mr. Deakin has put aside the details of the convention, not with regard to the details of the convention, but to what he has said with regard to the manner in which that convention was negotiated. He referred to a despatch signed by himself on the 29th August, which he quoted, and I will not repeat the quotation in the second paragraph, but I should like to draw attention to this: that he went on to mention (it occurs in paragraph 3) certain conditions under which the Joint Protectorate might be appointed, and he said this: "It would be most acceptable, "if the conditions upon which the Protectorate is to be established, or "any amendment of them afterwards, in addition to receiving the "approval of His Majesty's Government and the Republic of France, "were submitted for the consent of the Commonwealth and of New "Zealand prior to their adoption by His Majesty's Government." That was the request which he made in August, 1905. Now, Mr. Deakin said, or rather implied, I think, that there was some cause of complaint as to delay in dealing with these matters. I was not responsible, of course, for the first part of it, but I should say for my predecessors that this letter was dated August 29th. That letter of August 29th would not arrive until a month or five weeks afterwards—that was a time when Parliament was not sitting; but on November 4th a telegram was sent to New Zealand. The New Zealand Government replied; that reply was not received till December 5th; and on December 9th steps were taken to proceed with the arrangement.

Sir JOSEPH WARD: What year was that?

CHAIRMAN: 1905.

Mr. DEAKIN: I beg your pardon; the delay was not in the procedure, but in informing us of the procedure and its meaning.

CHAIRMAN: I am coming to that, I think you also thought there was delay there.

Mr. DEAKIN: No.

CHAIRMAN: So far so good. It went on and, of course, we came into office soon after that, and at once proceeded with the commission which our predecessors had started, and it went on without delay. But Mr. Deakin makes two complaints against us in that respect. In the first place that the Commission was not announced to him—I cannot explain that without further inquiry—I do not know how it happened. If it was my inadvertence I apologise, but on a change of Governments sometimes these things may occur. Anyhow on the second complaint I should like to say a word or two, and that is that the characteristics of the Commission appeared first in the newspapers and first reached Australia through the newspapers. Now

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I ought to say that I took the most careful precautions myself to preserve the strictest privacy with regard to all the documents of this Commission with the object of their reaching the Australian and New Zealand Governments before anybody knew anything of it all. Accidents will happen and in this case an accident did happen. I should also just like to remind Mr. Deakin that at the time this was going on a colleague of his was in this country, Sir John Forrest, and he brought me a message, I think, in regard to the Convention to which I attended to the best of my ability, and therefore we had through him the advantage of communication with those who are responsible to Australia in these matters. I do not say that in any way to imply that Sir John Forrest came to me with any authority to represent the Australian Government, but at the same time——

Mr. DEAKIN: He was a member of it.

CHAIRMAN: He was a member of it, and I took advantage of his being here to converse with him on the subject. That was how it stood. We did our best to keep the thing secret until it reached the hands of the Commonwealth Government. I admit we did not succeed entirely in doing so, but there it stood, and then the Governments in Australia and New Zealand had their opportunity of suggesting amendments.

Now, Mr. Deakin has referred to a passage which has often been referred to in which it is said that "the draft convention must therefore be confirmed or rejected practically as it stands." I wish to make one explanation in regard to that. Taken by itself that may seem a very peremptory statement, but it really means if you are to accept the Convention at all it is obvious we cannot do very much more with the French in the matter. At the same time an opportunity was given to the Governments to submit amendments, and they did submit amendments. We were prepared to negotiate with the French Government again, and were on the point of doing so, when circumstances arose which induced the Australian Government to advise that we should close with them at once, and we did so. That is the history, and I venture to think that at any rate in intention we did not neglect the interests of the Colonies, but did our best to secure them, and also with the full cognisance and revision by the Colonies as far as it was possible to do so. That is all I have really to say upon that. It is a question which has caused a great deal of uneasiness. The last thing I should wish to do as far as I personally am concerned is to treat the Colonies in an overbearing manner; and I can only assure the representatives here that every effort will be made to avoid their finding cause of complaint again. But I also wish to put on record that as far as the negotiations are concerned I think that we were well represented. Mr. Deakin asked that our representatives should be well informed and capable.

Mr. DEAKIN: I said they were well informed and capable. I do not take any exception to them now. The only exception that has been taken is that they were not acquainted with the islands themselves or the circumstances of island life as M. Picanon was directly and Mr. Saint-German was indirectly. M. Picanon is an extremely able man, and so is M. Saint-Germain, with the additional advantage that M. Picanon had lived in the Pacific, and the English representatives did not.

CHAIRMAN: We admit certainly that they had that advantage;

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I only wish to say that, having been consulted on these negotiations day by day by the representatives who came in here to see me, I cannot help thinking we did rather well.

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Mr. DEAKIN: You did exactly what they expected you to do. I do not say you did badly on that account.

(Chairman.)

CHAIRMAN: I do not think Mr. Deakin will want me to say more upon the subject of that particular Convention.

CHAIRMAN: There is only one other item on the Agenda.

Sir WILFRID LAURIER: I am not prepared to take up any other point now.

CHAIRMAN: Could we dispose of this in 10 minutes?

Mr. DEAKIN: I do not think so. I want to say something with regard to the interchange of officers and the questions arising out of that.

CHAIRMAN: Of course, I am in your hands entirely. In the despatch with regard to this Conference, it was assumed that the members coming from beyond the seas would wish to separate by the end of four weeks. We have now reached that point, and I have done my best to finish, and have brought you very near it. If, however, it is more conveninent to finish by having another meeting, we can meet again on Monday morning.

Sir WILFRID LAURIER: I think it would be advisable.

Dr. JAMESON: Yes.

CHAIRMAN: General Botha will be gone; but I do not know that anybody else will.

Sir JOSEPH WARD: Is it understood that we close the Conference on Monday.

Dr. SMARTT: Would not Tuesday do instead of Monday, would it?

CHAIRMAN: As far as I am concerned, I am entirely at your disposal, as I have been throughout. Is Tuesday more convenient?

Sir WILFRID LAURIER: To me Tuesday and Monday are the days that would be convenient. Dr. Smartt has just expressed a preference for Tuesday, and I am willing to agree to that.

Sir WILLIAM LYNE: It would suit me much better, too.

CHAIRMAN: Then we will make it 11 o'clock on Tuesday.

Adjourned to Tuesday next at 11 o'clock.

FIFTEENTH DAY.

Fifteenth Day. 14th May, 1907.

HELD AT THE COLONIAL OFFICE, DOWNING STREET, TUESDAY, 14TH MAY, 1907.

PRESENT:

The Right Honourable THE EARL OF ELGIN, K.G., Secretary of State for the Colonies (President.)

The Right Honourable Sir WILFRID LAURIER, G.C.M.G., Prime Minister of Canada.

The Honourable Sir F. W. BORDEN, K.C.M.G., Minister of Militia and Defence (Canada).

The Honourable L. P. BRODEUR, Minister of Marine and Fisheries (Canada).

The Honourable ALFRED DEAKIN, Prime Minister of the Commonwealth of Australia.

The Honourable Sir W. LYNE, K.C.M.G., Minister of Trade and Customs (Australia).

The Right Honourable Sir JOSEPH WARD, K.C.M.G., Prime Minister of New Zealand.

The Right Honourable Sir ROBERT BOND, K.C.M.G., Prime Minister of Newfoundland.

The Right Honourable L. S. JAMESON, C.B., Prime Minister of Cape Colony.

The Honourable Dr. SMARTT, Commissioner of Public Works (Cape Colony).

The Right Honourable F. R. MOOR, Prime Minister of Natal.

The Right Honourable WINSTON S. CHURCHILL, M.P., Parliamentary Under Secretary of State for the Colonies.

Sir FRANCIS HOPWOOD, K.C.B., K.C.M.G., Permanent Under Secretary of State for the Colonies.

Sir J. L. MACKAY, G.C.M.G., K.C.I.E., on behalf of the India Office.

Mr. W. H. JUST, C.B., C.M.G.,
Mr. G. W. JOHNSON, C.M.G.,
Joint Secretaries.

Mr. W. A. ROBINSON,
Assistant Secretary.

ALSO PRESENT:

The Right Honourable D. LLOYD GEORGE, M.P., President of the Board of Trade.

Mr. H. LLEWELLYN SMITH, C.B., Permanent Secretary to the Board of Trade.

Mr. A. WILSON FOX, C.B., Comptroller-General of the Commercial, Statistical, and Labour Departments of the Board of Trade.

The Right Honourable Sir EDWARD GREY, Bart., M.P., Principal Secretary of State for Foreign Affairs.

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The Right Honourable SYDNEY BUXTON, M.P., Postmaster General.

Mr. H. BABINGTON SMITH, C.B., C.S.I., Secretary to the Post Office.

CHAIRMAN: Gentlemen, there are one or two notices which I have received, one of them from Sir Wilfrid Laurier, and Mr. Lloyd George has attended, in order to speak to that. As Mr. Lloyd George has to leave, perhaps the Conference will allow that to be mentioned first.

MAIL SERVICE TO AUSTRALIA AND NEW ZEALAND VIA CANADA.

Mail Service to Australia and New Zealand viâ Canada.

Sir WILFRID LAURIER: Lord Elgin and gentlemen, on different occasions during the present Conference mention has been made of the idea of connecting all parts of the Empire, so far as it can be done, with an improved system of communication; and I said at the last meeting that I would be prepared to lay on the table a resolution, which I now read: "That in the opinion of this Con- "ference the interests of the Empire demand that in so far as pos- "sible its different portions should be connected by the best possible "means of mail communication, travel, and transportation; that to "this end steps should immediately be taken to establish a fast ser- "vice from Great Britain to Canada, and through Canada to Austra- "lia and New Zealand, and also to China and Japan; that such service "upon the Atlantic Ocean should be carried on by means of steam- "ships, equal in speed and character to the best now in existence, "and upon the Pacific Ocean by steamships of a speed of not less "than 18 knots, and in other respects as nearly equal to the Atlantic "ships as circumstances will permit; that for the purpose of carry- "ing the above project into effect, such financial support as may be "necessary should be contributed by Great Britain, Canada, Aus- "tralia, and New Zealand in equitable proportions."

The resolution I have now the honour to submit to the Conference resolves itself into two parts: the part which affects the Atlantic Ocean and the part which affects the Pacific Ocean. At the present time Great Britain has a mail service between the United Kingdom and New York of a very high character. We have a mail service also between Canada and Great Britain not aided by the British Government. If we had on the Atlantic Ocean between Canada and Great Britain a mail service equal in speed and character to the service now in existence between England and New York, there is no doubt, and there can be no doubt at all, that we would save in the journey at least two days, or about two days, inasmuch as we have an advantage in our favour in distance of nearly 900 miles. Taking the figures between Liverpool and New York and Liverpool and Halifax, the distance in our favour, I think, is exactly 882 miles, or in the neighbourhood of 900 miles. Therefore, it follows, as a thing which cannot be disputed, that if we have a service of equal speed, and offering the same advantages and inducements as the service which now plies between New York and Liverpool, we would save in distance to be travelled at least two days. The actual miles between Liverpool and Halifax are exactly 2,342. The distance between Liverpool and Quebec, which might be the summer route by way of the Strait of Belle Isle, is 2,636 miles. The distance between Liver-

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pool and Vancouver by way of Halifax is 6,004 miles; the distance from Liverpool to Vancouver viâ Quebec is 5,330; it is a little shorter viâ Quebec. Halifax is nearer than Quebec from Liverpool. I do not think there can be any dispute but that a great advantage would be derived and easily a service could be made in eight days—four days on the Atlantic, and four days crossing the Continent or probably less.

Sir WILLIAM LYNE: That is to Vancouver.

Sir WILFRID LAURIER: Yes, to Vancouver. As to this proposition I do not apprehend that there can be any two views upon the subject. The facts cannot be disputed that a service can be abbreviated and very much shortened by using the line from England to Halifax in preference to the line from England to New York.

With regard to the Pacific Ocean, in the motion which I have proposed I say that the object we should have in view should be to establish a steamship service of at least 18 knots. If this be accepted, the distance between Vancouver and, say, Sydney, taking that as an objective point, would be 6,818 knots.

Sir WILLIAM LYNE: That is leaving out New Zealand.

Sir WILFRID LAURIER: I take Sydney as an objective point. The figures might be modified with regard to the different ports. The distance would be 6,818 knots to Sydney. The distance could be covered in 16 days, and therefore we should have between England and Sydney a service of about 24 days—four days across the Atlantic, four days across the Continent, and 16 days on the Pacific Ocean.

Mr. LLOYD GEORGE: How many miles to New Zealand?

Sir WILFRID LAURIER: A little less—about 300 miles less.

Mr. LLOYD GEORGE: That would make it about 23 days.

Sir WILFRID LAURIER: The only objection I see to the plan which I now propose, as far as the Pacific Ocean is concerned, is having at once a service of 18 knots. I think it is an object, however, which should be kept in mind, as a goal to be striven to. I do not say that it would be possible to have it in operation immediately, but the proposition that I lay before the Conference is that it is a goal which you should endeavour to reach to have a service of 18 knots on the Pacific Ocean. If you can accomplish that service of 18 knots on the Pacific Ocean there is no doubt whatever—the thing is mathematical—that you can have between England and Australia a service of 25 days, which is far in advance of anything we have at the present time. Of course, it requires some money. This thing cannot be done without we have more expenditure. No line could undertake such a service as that unless it had a liberal subsidy from the Governments concerned. What should be the proportions of the different Governments interested in this, is a question, which, at this moment, I would not be prepared to venture any opinion upon. In the resolution which I have submitted, I simply say that the service ought to be supported in not equal but equitable shares. I am prepared to say that the Government of Canada would have to contribute liberally, perhaps more liberally than the others, because it would have to contribute to both sides, both the Pacific and the Atlantic. Therefore, Lord Elgin, I submit this resolution to the favourable consideration of the Conference.

Mr. DEAKIN: My Lord, I am very glad that this proposition has

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been submitted by the Prime Minister of Canada, and feel sure that the Commonwealth would look upon it with the utmost sympathy, even if it went no further than studying the interests of Canada itself in her Atlantic service, although that is not a matter on which we are entitled to speak. It appears to us manifest that the Canadian position cannot be secured, or its claim as a part of the Empire fully recognised, until it is enabled to meet its formidable competitor to the south with a means of communication equal to that which is supplied to New York. We recognise that, and sympathise with every effort which may be made to give effect to it.

But, of course, the interest of Australia in the Pacific trade might be as great as Canada is getting in its direct communication if we can foresee the possibility of obtaining such a service as Sir Wilfrid has referred to, on terms that the Commonwealth could afford to face. It would mean so great a reduction of the time at present occupied that it would be invaluable for a mail service. Our difficulty is that we can scarcely see how with vessels of that speed with the freight charges which they would make, and with the double task of transhipment involved by a railway journey between two lines of mail steamers, it could ever become a cargo line.

Mr. LLOYD GEORGE: That is one of the questions I wanted to put.

Mr. DEAKIN: The goods you send to us are goods of bulk and weight, and when our ships face foreign competitors, especially those subsidised, the competition becomes very keen. Certainly, British goods could not afford to pay mail freight, except for small, exceptional, or light parcels. In the same way the raw materials we send to you are even more bulky. The charges on two transhipments put them out of the category of possible trade. This would, therefore, be for us a fast passenger and mail line of communication, and as such, very valuable. We should welcome it most cordially if it can be financed. The saving of a number of days is a consideration for commercial men who travel or who communicate by post. Consequently, we do not look coldly upon this proposition, though I am bound to say that its economic possibilities on our side are so limited that the subsidies required may be quite beyond our means. My colleague, in whose Department these questions more immediately are, has made some examination of this proposal.

CHAIRMAN: We should be glad to hear Sir William Lyne.

Mr. DEAKIN: May I add that at present our connection with this country is by the alternative routes round the Cape or through the Suez Canal? These are our principal routes and must always remain our great cargo routes because there is no transhipment.

Mr. LLOYD GEORGE: And, from the point of view of developing trade, they are much more important.

Mr. DEAKIN: Yes, much more important, except so far as our trade can be assisted by quicker mail and passenger communication. Our principal routes must remain in the other direction. We also are even at this moment endeavouring to obtain a swifter means of communication through the Canal, and swifter transit around the Cape. It will be, I presume, a part of the policy of the British Government, so far as financial considerations permit and business opportunities justify, to encourage an all-round route—the half which goes through America and the other half which goes either round the Cape or

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through the Canal. As the Antipodes are reached whether you go east or west, we are interested in the development of this proposal made to you by Sir Wilfrid Laurier. We are also interested in the development of our existing means of communication which go east instead of west, and trust that practicable projects relating to both of them will be submitted by and to His Majesty's Government in due course.

Sir WILLIAM LYNE: My Lord and gentlemen, this route has been advocated very often in Australia. It is known to us as "the all-red route" being through British territory all the way, and it is very much desired that we should get it, but I am afraid, with my Prime Minister, that the subsidy would have to be very large. I have had the matter submitted to me, and have made calculations, and, as far as I can gather with the stoppages that would be necessary, you could not reach Australia with an 18-knot service under 30 days, that is, if you go viâ New Zealand. That is a consideration, because, of course, New Zealand would be expected and asked to add to the subsidy, and, I think Sir Joseph Ward would like the service to go viâ New Zealand. It is roundly 8,000 knots from Vancouver viâ New Zealand to Sydney, and the distance was given just now of 6,800 knots if you leave New Zealand out. I look at it from a practical standpoint. I think eight days from Liverpool to Vancouver is a short time. Four days by water from here and four days by rail. I am not a judge of that, but it strikes me as being short. When you leave Vancouver you have to call about four times, I think, before you get to Sydney, and you cannot stop without wasting time and losing time. If you take the distance direct you could do it viâ New Zealand in 27 days, but if you take the stoppages I think it would take you 30 days. To be of service it should not take much more than three weeks. It is just a question as to how much money would be required to enable a company to do it. The trade is not great at present. I hope it will grow. When the line was first started between Sydney and Vancouver the trade was nothing. That has grown considerably, but not as much as we could wish, and though I am satisfied with the Prime Minister that the Commonwealth Parliament would look favourably at this question, it is all a matter of practical results. As far as I can gather from the resolution proposed by Sir Wilfrid Laurier, I cannot see any harm in it, because it is a matter to be desired and a question to be inquired into. Of course, Canada would receive the greater benefit by getting a fast service from Liverpool, and would be prepared, I suppose, to pay a larger proportion of subsidy. I just wish to put clearly before the Conference, that 30 days at 18 knots is about what it would take to go viâ New Zealand. I had a letter from one of the leading companies this morning in which they say the last 3 knots would just double the consumption of coal, or very nearly, which is a very great item.

Sir JOSEPH WARD: Lord Elgin and gentlemen, I am a little disappointed, I candidly say, at the suggested speed of this line of steamers as outlined by my friend, Sir Wilfrid Laurier. I think it is too slow. If we want to do something really practical in this matter, we want to recognise what the existing condition of matters until a short time ago has been from the standpoint of the furthermost of the British countries affected. There is a route now from New Zealand to London viâ San Francisco by the American route

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which we used for many years. This suggestion now made is to practically give us about the same time to London viâ Canada that we have been enjoying from New Zealand for a long period of years viâ San Francisco. It has been quite a common matter for mails to reach London from New Zealand in 27 or 28 days and *vice versâ*. If we are, and I am sure we are, practically sincere and anxious to bring into very much closer touch all portions of the outlying colonies, we ought to have some improvement upon what has been in existence for quite a number of years. From the standpoint of New Zealand, although we are quite willing to come into this matter in order to have an effective service, if it is going to be only equal to what we have been getting with comparatively a small subsidy from our country, then from our point of view we are not going to get ahead very far. Sir Wilfrid Laurier is very anxious I know to bring about an improved service, and I want New Zealand to help to her utmost capacity. I attach the greatest importance to speed and efficiency. I went from this country specially in 1895 to Ottawa to interview the then Government in Canada in order to have a mail contract entered into between New Zealand and Canada viâ Vancouver to give us that alternative route as against the American one. We wanted to have the Vancouver one all through the piece, and we entered into the contract at that time for a very suitable service, but unfortunately difficulties with the contractors supervened, and that service was for various reasons withdrawn from New Zealand and transferred to Queensland, and that rendered the service from New Zealand to Canada, and Canada to England impracticable. If we are prepared only to give a moderate subsidy towards obtaining such a service as suggested here, then I admit the possibilities of getting a fast service are very remote. My idea was, and is now, that New Zealand at all events should give an incomparably larger sum than it has ever given for the purpose of bringing it closer to England. We have had the authority of Parliament of 40,000*l*. a year for years past; that is 20,000*l*. each to the one viâ Vancouver and the one viâ San Francisco. I am prepared to say that our country would be prepared to go to 100,000*l*. a year without a moment's hesitation in order to get a fast serivce across the Pacific and through Canada across the Atlantic if it were one of say twenty days or three weeks. But I want more than 18 knots an hour and I will give my reasons. This proposal ought to be divided into two; first there should be an effort made to get a fast service from the English coast to Canada, and that service ought to be a 22-knot service at least.

Sir WILFRID LAURIER: 24.

Sir JOSEPH WARD: Or for preference a 24-knot service. You get steamers now running from here to New York which do the journey right through frequently at 21 knots an hour over the whole passage. I went across nearly at 22 knots myself 12 years ago. It is only a question of money whether you can get a speed of the kind. It is admitted and must be conceded from the steamship owners' point of view, that to have a 23-knot or even 24-knot service to Canada with a number of days when the steamer has to provide for coaling and incidental attendance to machinery is quite within the bounds of possibility, and there is no difficulty provided you like to pay enough money for it. Conceive the possibility of that service being carried across at 23 knots an hour. That brings Canada and England within four days of one another. Beyond all doubt we are quite

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prepared to give our proportion for such a service on the Pacific between Canada and New Zealand so as to make the other portion of the link between the Colonies and the Old World. Sir Wilfrid Laurier has said, and I have heard it said by other Canadian gentlemen well-informed too, that it is quite possible to do the Canadian journey across that continent by rail in four days. That makes eight days from England to Vancouver. Now, come to the question of the Pacific. I may be taking too sanguine a view of it, but I base all my remarks upon the one potential factor, that if you want to have this close connection you must pay sufficient money for steamers of large tonnage—passenger and mail steamers only, I should say, except for the purpose of carrying certain cargo between Canada, Australia, and New Zealand. To expect it to be used for a cargo service throughout, from Australia and New Zealand across Canada to England is to expect what is not possible. I do not contemplate it will ever be possible to carry cargo across the Canadian continent and tranship it at both ends. For ordinary cargo purposes, we ought from a practical, common-sense, business standpoint, to rely for transport, as every country in the world does, on tramps, keeping them quite distinct from a passenger and mail service. Between Australia and England the great proportion of cargo coming from there is carried by cargo steamers—tramps. It is quite true the great liners provide a certain amount of cold storage of perishable products, but they carry only a limited quantity of cargo. If we are going to mix up the two systems, and try, as it were, to call for the moon by expecting to have a cargo service, and a fast passenger service across the Atlantic, across Canada, and the Pacific all in one, we might as well agree to abandon it altogether and let it go. It is not possible to bring about anything practical in that way at all. I apply my remarks, first of all, to providing a large subsidy which is essential, and which I think the countries ought to be prepared to pay if they want to do something practical. Then, next, come the possibilities across the Pacific; the distance from Vancouver to Wellington is 6,589 miles, to Auckland it is 279 miles less. If this Vancouver service is carried out I am sure Australia has the sentiment, and we have it too, that we ought to remove every element of parochialism of every possible kind, and should establish a service which is the swiftest and best for the whole of us. If this service, as is indicated here, is to go to Sydney first, and then on to New Zealand from England, we would not give anything whatever to it. I say that very frankly, because that would be putting the cart before the horse. The nearest country from Vancouver is New Zealand, and the first touched at ought to be the country which is nearest, and then it should pass on to the other country, which is to have the first turn coming backwards, from Australia to Vancouver, and which would be the first place to receive benefits of that kind. It should only touch at New Zealand, Sydney remaining the terminal port, and getting all the benefits of the terminal business, and the employment of labour supplying provisions attendant upon it. If you want this service to be a success, the only country the boats should touch first is the country *en route* either going or coming. I want to discuss the possibilities from the New Zealand point of view, because we have an alternative, and that alternative I should reluctantly carry out on behalf of our country, that is, to put our money down and run a service viâ San Francisco. Unless the British Government, Canada, and Australia recognize the position in which New Zealand is, that we are a growing country and

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an important country, though a smaller country than some of the others, we cannot afford as a developing country and a progressing country to be kept at a great distance from England, owing to our circumstances as to geographical position. We cannot allow that condition of matters to exist. I am making my own position clear not presuming to suggest what anybody else thinks, but from the practical point of view of New Zealand, in order to approach this from the practical point of the usefulness to England to Canada and to New Zealand, and to Australia, too, the route for that service distinctly from the Pacific side would be shorter from Vancouver to Auckland, which, as I say, is nearly 300 miles shorter than the distance stated in *this* chart furnished here. It is about 6,300 miles to Auckland from Vancouver. The contractors at their option would call at either Wellington or Auckland. I approach it from the standpoint that we must have New Zealand as one of the intermediate ports for touching at only, that is, steamers would remain there half-a-dozen hours as has been the case all along with the San Francisco mail steamers. We gave the major portion of the subsidy to that service, and Australia, Sydney especially, got the full benefit of it, being a terminal port, and giving a very small amount of subsidy towards it. That position we recognised as unavoidable.

Now coming to the question of the speed across the Pacific, there are two touching places for coaling. From Vancouver to Honolulu, with a service such as we are contemplating here, would be done under three days.

Dr. JAMESON: You are limiting your remarks to a fast mail service, nothing to do with cargo at all?

Sir JOSEPH WARD: Yes, I said we require cargo to be carried by tramps. This is a fast mail service—a passenger service with a fast speed, such as, if we gave a large contribution from our country, we should expect. For coaling purposes and for the necessities of carrying on a big steamship service, Honolulu is within three days steam of Vancouver. It is only four days under the existing service from San Francisco to Honolulu with the ordinary steamers trading there, and only four days when the San Francisco steamers were running to New Zealand. The next point is from Honolulu to Suva, which is the other place they would touch at. That would be about six days with the high speed I am talking of. It was done in seven or eight days with the mail steamers that were enagaged.

Sir WILFRID LAURIER: At what speed?

Sir JOSEPH WARD: Only 15 or 16 knots. Then from Suva to New Zealand would be well under three days. The coaling places referred to by Sir William Lyne, which is the all-important element from a steamship point of view, are within easy distance for fast steamers which require coal at intervals, and require a few hours' rest at intervals for machinery purposes. The question arises what speed is a steamer to put into operation to cross the Pacific? While Sir Wilfrid Laurier was speaking, I was looking into the matter and I find that with under a 22-knot service—only a little over 21 knots—the whole business from Vancouver to New Zealand could be done in practically 13 days. The whole point comes back to this: Are you looking at the Pacific Ocean as a long sheet of water upon which a steamer is supposed to be coaled up to the eyes, and prepared up to

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the hilt to do a 6,000 mile journey without any assistance whatever in the way of coaling facilities?

Sir WILFRID LAURIER: You can only stop at Honolulu for coal.

Sir JOSEPH WARD: And at Suva, which is within six days steam from Honolulu. It is the stopping point now from Honolulu, and so you get a coaling depôt at Honolulu, and a depôt at Suva, and a coaling depôt at Auckland. Now, our steamers do it in 3 days 3 hours from Auckland to Sydney, which is quite common. With a steamer of the speed I am speaking of, they would do it under three days quite easily.

We come to the point of the project of bringing the outlying possessions into touch. This is all-important. We have been talking about emigration schemes and of subscribing large sums of money for the purpose of assisting emigrants going from the British Islands out to Canada, Australia, and New Zealand. If you gave them the opportunity of third-class accommodation at low rates upon those steamers of going with this speed to these countries it would be a good thing. Canada has the inestimable advantage of being very much closer in that respect, and to some extent it would minimise its importance to them, but speed, of course, is a very important element to Canada. From our point of view, instead of spending anything for emigration, we would one hundred thousand times rather give it as a matter of practical business to a fast service to bring our countries within three weeks of London. Supposing this service were to cost probably 300,000*l.* or 400,000*l.* a year by way of subsidy.

Mr. LLOYD GEORGE: Do you mean in the aggregate?

Sir JOSEPH WARD: Yes, between the whole of us.

Mr. LLOYD GEORGE: Not with a 20-knot service. I am afraid that does not agree with my information.

Sir JOSEPH WARD: To-day you have got running, and for many years have had running, from London to Australia through the Suez Canal, a weekly steamship service between two lines of steamers, a fortnightly one by each company, and by that route as far as your subsidies went, for under 180,000*l.* a year. Australia has entered into a contract, I understand, for less.

Mr. LLOYD GEORGE: There is a pretty big trade there—that is the difference.

Sir JOSEPH WARD: Well, it is a passenger and mail service—there is very little cargo.

Sir WILLIAM LYNE: And a weekly trade.

Sir JOSEPH WARD: A weekly trade. I understand a contract has been entered into by Australia for 125,000 *l.* a year, I do not know whether I am right in the figures.

Mr. DEAKIN: That was the figure, 125,000*l.*

Sir JOSEPH WARD: If we are going to aim at getting something superior in the way of speed to bring these countries together you cannot hope to get a fast service unless you pay for it.

Mr. LLOYD GEORGE: How many knots would that be? Is not that a 15 knots service?

Sir JOSEPH WARD: The new service?

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Mr. LLOYD GEORGE: No. The service you are referring to now, that we are subsidizing through the Suez Canal.

Sir JOSEPH WARD: They run about 15 knots, I believe.

Mr. LLOYD GEORGE: Yes, and increasing it to 18 knots would make an enormous difference.

Sir JOSEPH WARD: If you are going to pay 250,000*l.* a year, and if the other countries coming in pay another 100,000*l.* a year, in my opinion it would be worth it.

Mr. LLOYD GEORGE: I agree, if it is only that.

Sir JOSEPH WARD: To bring the countries together as a matter of business you want to carry out a feasible scheme. If these steamers running out to Australia should run out to Vancouver and back again on a 15-knot service I would not give twopence towards it; I would just as soon travel by our direct cargo steamers, if I were going home as a matter of speed. From a New Zealand standpoint, I would not be prepared to put down any money for a slow service. These powerful self-governing countries are prepared to do something and we want Britain to join, which would enable us to come within three weeks of London. For my part, I should be exceedingly glad to see the proposal made in the direction Sir Wilfrid Laurier is urging, but with an effort to greater speed to both between England and Canada, and Canada, Australia, and New Zealand. I know the obligations upon Australia for other services are greater than ours, and make them necessarily consider whether they can afford to give large sums of money to another service running at a high speed. One can thoroughly understand that as being a reasonable view to take, but the advantages all round to them would be very great, and it is at all events worthy of consideration. You cannot tell what the steamship competitors would be prepared to do. If we were to pass at this Conference a resolution inviting offers, say, for a service to run from England to Canada, to Quebec or Halifax, whichever alternative you like, in summer or winter, and make it a condition that the speed was to be 23 knots an hour, and ask tenders for it, and do the same thing on the Pacific side, I should go straight for a 21-knot service there, and find out what amount of subsidy was required for it. I have got sufficient knowledge of the whole proposition to realise that you cannot get a fast service like this even with the coaling depôts available at short distances, unless you are prepared to pay a large subsidy for it. What is a few hundred thousand a year to Great Britain, Canada, Australia, and New Zealand in order to get something of the kind when you consider the advantages to be obtained?

Sir WILLIAM LYNE: What additional amount do you think a 20-knot service means?

Sir JOSEPH WARD: I should think 300,000*l.* a year, by comparison with anything you have done for Australia now, including the Canadian side.

Mr. DEAKIN: You can easily test this question by inviting offers for services at 18, 19, 20, 21, 22, 23, and 24 knots.

Sir JOSEPH WARD: This matter of a route across to Vancouver we have been urging on for many years. I have been at it for 17 or 18 years personally. Every opportunity I have had I have been talking about improving the service across to Vancouver.

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I took the trouble 12 years ago to go straight from London to Canada for the purpose of interviewing the Canadian Government to get a contract signed. I got it signed and took it back to New Zealand, but where we are going to be landed, as far as New Zealand is concerned, in the absence of united action is that the "all red route" which we prefer would have to be given up, and the alternative for New Zealand will be to go viâ America. The American service has only ceased at the moment because of the difficulties which cropped up consequent upon the earthquake in San Francisco. It is the fastest way we have from New Zealand. It is the shortest route under any conditions.

Mr. LLOYD GEORGE: What knot service is it?

Sir JOSEPH WARD: Only a 15 or 16 knot service. I went back myself from here to New Zealand and landed in New Zealand in 28 days, or rather, I should have done so if I had left here two days later. I went on two days ahead from England, and the mails were landed in 28 days by that route. Our alternative, in order to bring us close to the Old Country from the standpoint of the nearest route, is to join with the United States Government and to pay sufficient money to have an up-to-date line of steamers put on from San Francisco to Auckland. We would get a faster route than we are getting here, but as that service is at the moment stopped we ought to try and secure the "all red route" and help our people to come through Canada and help Britain to have that route through Canada, and on to Australia, and New Zealand. I say it is infinitely preferable for us to put our minds upon that and come together and offer a larger subsidy to have a fast route for mails and passengers across Canada and the Pacific, and if we do that we do one of the finest things for the Empire.

Sir JAMES MACKAY: A service once in four weeks.

Sir JOSEPH WARD: The one across America has been a three-weekly service. I am suggesting now a fortnightly service.

Sir JAMES MACKAY: For 300,000*l.* a year?

Sir JOSEPH WARD: 300,000*l.* a year or whatever it may be. Speaking from the New Zealand standpoint we are not going to remain a fifth wheel to a coach in the matter of giving our money to support a line of steamers as is supported by Britain and Australia at the present moment, which are slow, for the purpose we desire; that is the 15-knot service out through the Suez Canal. That is used by our passengers very largely, and for mail services, but it is keeping us comparatively in the back woods, and we are not going to continue to give our money directly or indirectly to a slow service by the P. & O. and the Orient or any other line, and allow ourselves to remain in the position of being kept nearly six weeks from England, when, at this age of steam development, we know it is quite possible to get here, under improved conditions, in about three weeks. So, what I urge is, that we ought to achieve a really fast service by the best route of the lot, from the passenger point of view. The view was put forward by Sir Wilfrid Laurier that the service should also go to China and Japan. It is one of the finest things possible. They have a line of steamers now from Vancouver to the East—the Empress line—which has done a good deal to divert passenger trade through Canada and England. If you want a large diversion of trade go for larger and faster steamers on that route and you will

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change the direction of the traffic from the East, which is now filtering through the Suez Canal, with all its high charges and imposts. If you want to bring about a revolution and a complete reformation in the transport of people, then help Canada to get this fast service to the East viâ Vancouver, and you get an "all red route" there also. But from the point of view of New Zealand, I only want to make it as clear as I possibly can that we never contemplated doing a cargo business across Canada. We want to help the transport of passengers and mails that way, and get them to and from England as fast as possible by that route. As far as cargo is concerned, any man doing business in the Colonies can make his own arrangements. He does not want any assistance by way of subsidy. What he wants is to get some of the charges upon the tramp steamers taken off on the Suez Canal, which is quite a different thing to giving him the benefit of that shorter route available. We do not want a subsidy for cargo steamers. Canada and New Zealand, at the moment, in order to give our people an opportunity of working up trade, are giving 20,000*l.* a year for tramp steamers—10,000*l.* each. It is not a satisfactory thing from our point of view or the Canadian point of view, but we do it in order to give our people a chance of working up a trade. Once trade develops that subsidy will be withdrawn, and the cargo steamers will have to work out their own destiny, as everywhere else, without the material assistance of subsidies.

But if we want to do a great thing for Great Britain and the outlying British countries, let us be prepared to pay the necessary money for it, and bend our efforts to bringing these countries into close touch with England, which can be done provided we are prepared to pay enough for it. If we are not prepared to pay for it, we cannot expect to do it at all. I support the resolution of Sir Wilfrid Laurier because it is in the right direction; but I would ask him to alter it in the direction of inviting tenders, and to provide for faster speed, and to let us have the assurance from the British Government that they will help us.

Sir WILFRID LAURIER: I have no objection to making some such alterations.

Mr. LLOYD GEORGE: Before altering the resolution, perhaps you will hear what I have to say as I have one or two suggestions to make.

Dr. JAMESON: Lord Elgin and gentlemen, this proposal does not directly affect us at all, but purely Australia, Canada, New Zealand, and the United Kingdom; but what does alarm one a little is Sir Joseph Ward's suggestion that unless something of the kind is done the "all red route" goes and we fall back on San Francisco.

Sir JOSEPH WARD: We must, it is our only alternative.

Dr. JAMESON: Yes; these things are often done better piecemeal. I should have thought it was better for Canada to get a better service with the United Kingdom so as to compete with the United States. Sir Wilfrid Laurier dealt with a service between the United Kingdom and Canada. Then there is no reason afterwards for the alternative that Sir Joseph Ward put forward as between San Francisco and Vancouver. If you once had a fast service to Canada, and through Canada, then it might be a question of dealing with the second proposition as to whether a fast line should go across the Pacific to Australia and New Zealand. As to whether it goes to Aus-

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tralia and New Zealand first, that is a further question to be argued and settled, but in the meantime you avoid that horrid possibility of abandoning the "all red route" and entering into an arrangement from San Francisco. If Canada got what is suggested by Sir Wilfrid Laurier, a 24-knot service to Canada, then you begin on the other side to negotiate 15 knots, either 15, 18 or up to 20 knots, in the Pacific.

Sir JOSEPH WARD: Under the idea which New Zealand has, and which I am strongly impressed with myself—and nothing that I know of so far could change me from it—I know under the mail arrangements we want to carry out that it is a necessity that Sydney should be the terminal port for the steamers. That is right. That means steamers must wait there a week or more for the purpose of overhauling and all kinds of things, and from the point of view of an effective mail service viâ Vancouver, New Zealand must be the point first touched on at the outward route, because they have to wait so long when they get to Sydney for all the attendant work required on the steamer. So, of necessity, in any route we are considering, and any proposal, if you want to carry it out practically, you must link New Zealand as the first port outward from Vancouver; otherwise as far as we are concerned, we have to wait for seven or eight days after the steamer has been to Sydney.

Sir WILLIAM LYNE: Could it not be done by a branch service from Fiji?

Sir JOSEPH WARD: No, that means another transhipment, and people will not stand it in these times.

Dr. JAMESON: That is just the point it must come to, practically, in plain language, between Australia and New Zealand as to which gets the service first. I should like to see that dealt with later on, so as not to prejudice the Canadian suggestion as to a fast service practically from England to Vancouver.

Mr. DEAKIN: I do not controvert what Sir Joseph Ward has said at all, but my allusion to it simply pointed to the fact that if your steamers do not carry cargo you have to give them a larger subsidy.

Mr. LLOYD GEORGE: Especially for a very fast line of steamers.

Sir WILLIAM LYNE: I think in New South Wales we transferred the subsidy from Queensland to the Vancouver service to help us, and we have refused to support Speckles, who is the owner of the American line, two or three times during the last few years. To support the Vancouver route we gave all we could to that route instead.

Sir JOSEPH WARD: We have offered to give the same amount all through the piece to Vancouver. We have for years paid the money for San Francisco, because it was the only line we could get. If we were driven into the same position we would have to do it again.

Mr. LLOYD GEORGE: Lord Elgin and gentlemen, I am very glad Sir Wilfrid Laurier has brought forward a proposal which we can examine without coming into conflict with any popular mandate and highly controversial topics like the fiscal question. I am only sorry that we did not get this in time to enable us to give real con-

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sideration to it, and to enable us also to put forward considered views before the Conference. The first I saw of this scheme was yesterday. I think I saw the resolution last night, and the resolution which is placed on the paper to-day is different in one or two material articulars. We have done our best in the very short time which has been placed at our disposal for considering such a very important business proposition, and we have made some inquiries with regard to it.

Even this discussion has shown what a very difficult problem it is, and what a many-sided problem it is. You have to consider a good many things. You have to consider the best route. As to the desirability of bringing New Zealand and Australia nearer to the Mother Country, there can be no doubt at all, and we shall, as far as the Government are concerned, adopt the first three lines of Sir Wilfrid Laurier's resolution by way of establishing our agreement with the general proposition. But it is a matter that has to be gone into very carefully, and here I agree with Mr. Deakin, that it is a matter which ought to be gone into very carefully by experts. It is a question as to the best route. It is a question as to what it would cost. Even such a very desirable object as that which has been foreshadowed by Sir Wilfrid Laurier, might cost a sum which would be absolutely prohibitive. I have been told, for instance, that a very fast service from Vancouver to New Zealand would cost such a large sum of money, that it would be quite beyond anything that you could possibly expect either the New Zealand Government, the Canadian Government or the Imperial Government to face. That is a matter that should be examined, I think, by experts. What we suggest is that we should at once proceed to examine the proposal and any other proposals that may be put forward, because there is an alternative I understand, which will be suggested by Australia with regard to the Suez Canal route. I think they all ought to be considered, and considered practically by the same body.

Sir JOSEPH WARD: What is the alternative?

Mr. DEAKIN: It is not an alternative. We need both the eastern and western routes, so that there is no alternative from an Australian point of view.

Sir WILFRID LAURIER: I never understood it to be an alternative but a matter to be considered by itself.

Mr. LLOYD GEORGE: These are the very few alterations we propose to suggest in Sir Wilfrid Laurier's resolution. We propose to leave in all about the Canadian service and put that as the foremost object, as it is the first scheme placed before the Conference; and we propose also to recommend that we should inquire into other schemes which may be later tabled by other Governments.

Mr. DEAKIN: The proposal submitted by New Zealand is for a fortnightly service. We require a weekly service. One service could come this way one week and the second by the other route on the alternate week.

Mr. LLOYD GEORGE: We cannot examine it apart from the question of the carriage of goods, too. We must take that into account. It is not only a matter of a fast mail service, but also a question of the cheaper transport of goods and materials from the Colonies. I consider that to be a very important item, so far as we are concerned.

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Then we cannot altogether overlook the fact that the Panama Canal will make a very material alteration in the whole problem of communication with Australia and New Zealand. The Canal will probably be open within the next 10 years. When you are framing a scheme of this kind you cannot overlook the effect which the Panama Canal must necessarily have on the whole problem. It will probably revolutionise the whole question of communication with the southern seas, as the Suez Canal revolutionized the whole problem of communication with the East. That has to be considered.

What we suggest is something to this effect. We adopt the first three lines of Sir Wilfrid Laurier's resolution, and put in the word "practicable" instead of "possible," but that alteration is merely verbal, suggested because the word "possible" occurs later on. This part of the Resolution would therefore read: "That in the opinion "of this Conference the interests of the Empire demand that in so "far as practicable its different portions should be connected by the "best possible means of mail communication, travel, and transporta-"tion." To that we agree. We then propose to continue as follows: "That to this end the various Governments concerned should initiate "concerted inquiry into the proposal submitted to the Conference for "establishing a fast service from Great Britain to Canada, and "through Canada to Australia and New Zealand, and the financial "support which would be necessary for the purpose of maintaining "such a service, and also into any other proposals for similar pur-"poses which may be submitted by any of the Governments con-"cerned." That is what I propose to submit to the Conference, and that will enable us to go into the whole question of time that will be consumed, and the question not merely of the money to be required, but also of the contributions which may be expected from each of the respective contracting States. All these practical questions could be thoroughly sifted and scrutinised, and I do not see why any time should be lost, and why experts should not be appointed before the Premiers leave London now, and why they should not proceed at once to examine into the matter and take evidence. That is the proposal which the Imperial Government put forward.

Sir WILFRID LAURIER: Lord Elgin and gentlemen, I am quite pleased with the general acceptance which this proposal has received, and still more pleased that so far as New Zealand is concerned the only criticism offered by Sir Joseph Ward is that the proposal is too limited in its scope. The proposal which I submitted is in these words, "that such service upon the Atlantic Ocean should "be carried out by means of steamers equal in speed and character "to the best now in existence." We cannot do anything more with regard to improving our communication with Canada than to have a service equal to the best that is now in existence between New York and England. So far, I think, it requires no expert knowledge or evidence at all. If you are not prepared to do that, then it is blocking the whole system.

Mr. LLOYD GEORGE: Between England and Halifax—that is a different matter, I agree.

Sir WILFRID LAURIER: With regard to the Pacific, I limited my proposal to an 18-knot service. I have looked into the matter the last few days, and I find in conversation with some people interested in this service that at this moment it would be very difficult to have more than 18 knots. I agree with Sir Joseph Ward if we could have

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something better it would be well to do so, and if it can be done by spending money, I may say on behalf of the Government of Canada, that we are prepared to go as far as any Governments here interested in overcoming the difficulties. If agreeable to Sir Joseph Ward, I will amend my proposition in this way. "That such service upon "the Atlantic Ocean should be carried on by means of steamships "equal in speed and character to the best now in existence, and upon "the Pacific ocean by steamships of a speed and character as nearly "equal to the Atlantic ships as circumstances would permit." Would you accept that, Sir Joseph?

Sir JOSEPH WARD: Quite so.

Sir WILFRID LAURIER: I would limit it in this way, but if Mr. Lloyd George would permit me to say so, I do not think it is a question of experts in this matter, but a question of policy. We want to have an "all red route," as it has been very happily termed in Australia over British territory absolutely. If that be the case it requires no experts at all.

Mr. LLOYD GEORGE: For cost, surely?

Sir WILFRID LAURIER: If you have a company in which you would have such a man as Lord Strathcona, who will undertake it for such a sum, you will have to determine whether you are prepared to pay the sum or not. No expert would be required there. If you found a Company on the Atlantic Ocean who would be prepared to put down their money for such a service provided they get a subsidy. Five years ago you gave a subsidy to the Cunard Company for the service between Great Britain and New York. I think it would have been far better if it had been given to a line to Canada, but it is no use going into that now.

With this amendment that I have made you have two proposals before you; one with regard to the Atlantic service, and one with regard to the Pacific service. With regard to the Atlantic service, what we want to have is a service equal to the best now in existence in the world; that requires no expert knowledge, but it is a question of policy, shall or shall we not have it? If we want to have it we must pay for it. No company will undertake such a service without a liberal subsidy. The only question, therefore, is, will you do it, and be prepared to pay the price which is reasonable for it?

As to the second question, the Pacific service, I limit it according to the suggestion of Sir Joseph Ward, to say we are prepared to back a service as nearly equal in speed and character to the Atlantic ships as circumstances will permit. Here again, there is no necessity for experts? That is a question for the Conference to decide and I think you should put the question.

CHAIRMAN: Do you wish it put as it stands?

Sir WILFRID LAURIER: With the amendment.

Sir WILLIAM LYNE: May I say that the wording of that resolution might be misunderstood, the words are "speed and character" as nearly as you can get them to those running across the Atlantic. It does not want such large boats. At the present moment there is a turbine boat running between Melbourne and Launceston at 21 knots, and a boat 1,000 or 2,000 tons larger than that is not a fourth the size of the boats running from here to New York, and it would do that service well and do it much cheaper.

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Sir JOSEPH WARD: It says, "speed and character." It does not say size.

Sir WILLIAM LYNE: The character means as nearly as possible like those between here and New York.

Sir WILFRID LAURIER: How would you change it?

Sir WILLIAM LYNE: So that it is clearly understood that they are not ships of the size or anything like the size of those running to New York now. As long as they have the speed, and they are suitable, a ship of 5,000 or 6,000 tons would be quite sufficient.

Sir JOSEPH WARD: We have a similar steamer now running in the Vancouver service in the summer months, owned by New Zealand, the "Maheno."

Sir WILFRID LAURIER: How would this satisfy you: "Of a speed as nearly equal to the Atlantic ships"?

Sir WILLIAM LYNE: Yes, leaving out character altogether.

Sir WILFRID LAURIER: Yes, I will take out the word "character." I have no objection.

Sir WILLIAM LYNE: There is a steamer of 6,000 tons running across now, but not at that full speed.

Sir JOSEPH WARD: Yes. One more word about this. I should be sorry to support the idea of mixing this up with what experts may think is the best course to follow, because I look upon that simply (although Mr. Lloyd George does not intend it) as having the effect of delaying this before we arrive at any conclusion at all for a considerable period. I think it is infinitely better if we make up our minds to test what is possible here on the suggestion put forth by Sir Wilfrid Laurier—make up our minds what the speed is that we are prepared to have between England and Canada and between Canada and Australia and New Zealand, and then call for tenders for it. Let us fix it as a matter of policy and give it out definitely that we are going to support a service of that kind.

Mr. LLOYD GEORGE: I have said something about experts in my observations, but that is not my proposal. My proposal is really described in the words used by Mr. Deakin in his resolution last week. I used the words "concerted inquiry," and he put "systematic." I do not think it matters. We really cannot pledge ourselves now as to the best means of doing this thing. The resolution has not even been placed on the paper. I do not think it really fair. If it be regarded as a matter of immense practical moment—and I think it is,—I think it would have been fair to the Imperial Government, at any rate, to let us have a copy of the resolution. We have had copies of all the resolutions about fiscal reform, but never a copy of this one practical proposal, which we could have examined. It ought to come before the Cabinet. But we saw this resolution for the first time this morning, and it is really rushing us unfairly, I must say, to ask me to pledge ourselves, not to the general proposition that it is desirable or that we will look into the matter, but to pledge ourselves to the actual route, to a 20-knot service here, a 24-knot service there, and an 18-knot service in another place. Surely that is a thing that ought to be inquired into. The difference in cost between an 18 and a 20-knot service I am told is simply prodigious. The figures given to me were almost prohibitive. Possibly, when we look into it, it may simply have been that a shipowner was trying to frighten us off it;

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I cannot say, but the figures were very alarming. To ask us to pledge ourselves to the very smallest detail (because that is what this means) without the slightest further talk amongst ourselves as to the best plan of doing this thing, I really do not think is quite fair to us.

Sir WILFRID LAURIER: The concrete resolution has been placed before you, but the idea has been running in this Conference all through of such an import service as we have been asking for.

Mr. LLOYD GEORGE: I agree.

Sir WILFRID LAURIER: The idea has not only been agitated, but talked about and conferred upon informally for about some three weeks. The resolution comes in a concrete form to-day, but it has not come as a new idea or subject at all.

Mr. LLOYD GEORGE: Not the general idea, but the actual proposal Sir Joseph Ward says you have to commit yourself to an 18-knot service here, and a 23-knot service there.

Sir JOSEPH WARD: What I say is this: from the New Zealand standpoint, to-day, we are in this position, that the only mail route which we have for which we give a subsidy to the American Government is stopped. We want to give the benefit of our subsidy to a service through Canada. I do not think it is possible for a service such as we want to be put into effect without the assistance of the British Government. That is the point of view I take up. You are probably right from your point of view. It is believed that I am suggesting too fast a speed for these steamers. We launched a steamer the other day to do a portion of our work in New Zealand, to steam 20 knots, which does not get a penny of subsidy.

Mr. LLOYD GEORGE: Where is it running to?

Sir JOSEPH WARD: Between the two islands.

Mr. LLOYD GEORGE: No doubt there is a big trade.

Sir JOSEPH WARD: Yes, it is, though short compared to ocean voyages. I can give you the ocean passage from Australia right across to Vancouver, to which that argument will not apply. We have a steamer belonging to that service that does the journey across at 19 knots, the "Maheno."

Mr. LLOYD GEORGE: Does she run regularly?

Sir JOSEPH WARD: All the summer months, and in winter between Australia and New Zealand. She runs all the time, frequently at 18 knots, and she has averaged over 18 between Australia and New Zealand more than once. That steamer, without any difficulty, could, if required, average over 17 knots.

Mr. LLOYD GEORGE: Here is a scheme which will involve hundreds of thousands of pounds, one way and another. There is a difference between one estimate and another of, perhaps, two or three hundred thousand pounds a year. As far as I can see, you have no estimate of the cost, and we are pledging ourselves to the very route and the very method without even having an estimate of what the scheme may cost. I do not think it is a business-like proposition to ask us to commit ourselves to all the details at the present moment without concerted examination.

Sir JOSEPH WARD: We do not propose to commit ourselves to details either. What we want as a matter of policy is to try to bring our countries closer to the Mother Country.

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CHAIRMAN: That is what is done in this resolution.

Sir ROBERT BOND: I would like to ask Sir Wilfrid Laurier if he is wedded to any particular scheme or any particular proposal. I ask that question because the Colony that I represent has already entered into a contract with reputable people in this City for the purpose of carrying out a short line scheme to connect Great Britain with the American Continent by the shortest and fastest route. We have gone so far as to offer a considerable subsidy in cash as well as in lands and minerals, and I should not like to have that proposal excluded from the consideration of His Majesty's Government by any resolution to be proposed here. I understand that the contractors have already approached His Majesty's Government in reference to that matter. If they have not done so, I know they intend doing so, and I now ask that that proposal may receive due consideration, and that the Resolution be so worded as to admit of such.

Sir WILFRID LAURIER: I have not defined it; it may be this or that. We want a good service between England and Canada. As I know, there is a project viâ Newfoundland, but I do not object to that being considered.

CHAIRMAN: I hope the Conference understands that the resolution read by Mr. Lloyd George does not take up the expert view which was objected to. It is an inquiry simply which is desired by concerted action between all the Governments.

Sir WILLIAM LYNE: Really to find out how much money would be required.

Mr. LLOYD GEORGE: How much it would cost and how much each Colony would contribute.

CHAIRMAN: I had better read the two resolutions.

Mr. LLOYD GEORGE: I think it is a great pity we should not arrive at some unanimous decision to enable us to go on with the matter. The two conflicting resolutions will leave the thing quite in the air.

CHAIRMAN: Sir Wilfrid Laurier's resolution, as he proposed it, is: "That in the opinion of this Conference the interests of the "Empire demand that in so far as practicable its different portions "should be connected by the best possible means of mail communi- "cation, travel, and transportation."

Mr. DEAKIN: Why not put that part now?

CHAIRMAN: I will read the whole thing.

Sir WILFRID LAURIER: I understand the first is accepted.

CHAIRMAN: "That to this end steps should be immediately "taken to establish a fast service from Great Britain to Canada and "through Canada to Australia and New Zealand and also to China "and Japan; that such service upon the Atlantic Ocean should be "carried on by means of steamships equal in speed and character to "the best now in existence, and upon the Pacific Ocean by steamships "of a speed as nearly equal to the Atlantic service as circumstances "will permit; that for the purpose of carrying the above project "into effect such financial support as may be necessary should be "contributed by Great Britain, Canada, Australia, and New Zealand "in equitable proportions." His Majesty's Government suggests that "it should run this way: "That in the opinion of this Conference

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"the interests of the Empire demand that in so far as practicable its "different portions should be connected by the best possible means "of mail communication, travel, and transportation; that to this "end the various Governments concerned should initiate concerted "inquiry into the proposals submitted to the Conference for estab- "lishing a fast service from Great Britain to Canada, and through "Canada to Australia and New Zealand, and the financial support "which will be necessary for the purpose of maintaining such a "service, and also into any other proposals for similar purposes which "may be submitted by any of the Governments concerned." That covers Sir Robert Bond's position, I think.

Sir ROBERT BOND: I think that is preferable to the resolution proposed by Sir Wilfrid Laurier.

Mr. LLOYD GEORGE: That will cover the route to Australia through the Suez Canal.

Sir WILLIAM LYNE: Australia has very little to do with Japan and China.

Mr. LLOYD GEORGE: I know, but that is not part of our proposal.

CHAIRMAN: Do you see your way to accept that, Sir Wilfrid?

Sir WILFRID LAURIER: I am sorry that we cannot agree. I hope we may agree upon something. Perhaps we can after all; it only wants making an effort.

Mr. LLOYD GEORGE: I hope it may be possible.

Sir WILFRID LAURIER: I must ask you at once to limit the inquiry. An inquiry means simply delay.

Mr. LLOYD GEORGE: Then we can go on to propose the method of inquiry.

Sir WILLIAM LYNE: Limit the inquiry as to the time for reporting upon it.

Mr. DEAKIN: Let us do all we can to agree. Perhaps I might occupy a moment with a not irrelevant suggestion which has been made, and as far as I know, not considered, certainly on our side. Sir Joseph Ward has put forward so clearly that it is not necessary to repeat it, the case that can be made for a reduction of the dues in the Suez Canal. It is pointed out to me, on the best information, that those dues are levied on the capacity of the ship—the cargo capacity, whether loaded or not, and the passenger accommodation, whether occupied or not. I understand that the levy on the cargo capacity stands by itself; it measures the capacity of the vessel at its customary standard; but there seems to be in force in the contention that it would be a fair thing to suggest that so far as passenger accommodation is concerned, the dues should be levied only on the amount of that accommodation actually occupied. Trade passing through the Suez Canal varies immensely at different seasons of the year, and the vessels which use the canal regularly require to provide a maximum carrying capacity for passengers. That, as I understand, does not involve a serious addition to the bulk of the vessel, but a larger superstructure and upon this they have to pay for some months of the year when the greater part of it is unoccupied. When the question of the rates in the Suez Canal comes up for consideration and relief is being sought, if it cannot be given to the whole extent

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and if we are compelled to fall back upon other minor reductions which may be made, surely it is a reasonable thing to propose that, so far as passenger accommodation is concerned, the dues should be paid only on that portion which is actually occupied. Then whatever the steamer received for passenger fares, the Canal would receive its proportionate dues. This would be a considerable relief in some seasons of the year when the passenger traffic is very small. This implies no retention of the cargo dues, but is suggested as the passenger accommodation stands on a different footing. This is one practical way in which a good deal of relief could be given to the vessels using the Canal. They include vessels whose cargo capacity is seldom used to the full, but on that they have to pay, consequently their charges are high. I would be glad if Mr. Lloyd George would be good enough to note that suggestion for consideration. Probably it has reached him before.

Mr. LLOYD GEORGE: Unfortunately, we have no real control, I forget what our holding is—it is something like four-tenths of the whole, but the control is practically in the hands of the shareholders, and His Majesty's Government has no proportionate voice in framing the schedule of rates. That has been our difficulty; in fact, the only thing we could do would be to refund a part of the rates. That would have to be by a contribution from the various Governments affected.

Sir EDWARD GREY: We have had complaints from our own shipowners of the way the dues are levied.

Mr. DEAKIN: I long since wrote despatches asking for a reduction of all the Suez dues, but certainly a preference for British ships would be better secured by remitting the dues on all ships. We could pay them ourselves for our own vessels. For the first proposal you would get support from other nations, because, although their shipping is smaller than ours, they must pay the dues at the same rate.

Sir WILFRID LAURIER: Would this be acceptable to Mr. Lloyd George? I dislike the word "inquiry." "That in the opinion "of this Conference the interests of the Empire demand, that in so "far as practicable its different portions should be connected by the "best possible means of mail communication, travel, and transporta- "tion; that to this end it is advisable that Great Britain should be "connected with Canada and through Canada with Australia and "New Zealand by the best service available under existing circum- "stances; that for the purpose of carrying the above project into "effect such financial support as may be necessary should be contri- "buted by Great Britain, Canada, Australia, and New Zealand in "equitable proportions."

Mr. LLOYD GEORGE: What is the difference between that and the first resolution?

Sir WILFRID LAURIER: That it does not call for inquiry "that to this end the various Governments concerned should initiate "concerted inquiry into the proposals submitted." The first we limit. The second is that this communication should be through Canada, and from Canada with Australia by the best available means without specifying anything.

Mr. LLOYD GEORGE: That is committing us to this route as the best route without inquiry.

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Sir WILFRID LAURIER: If you want inquiry whether it is the best route or not this is exactly the object.

Mr. LLOYD GEORGE: That is committing us to the transcontinental route as the only route we can consider. We are not allowed to consider any other route.

Sir WILLIAM LYNE: What other route could you consider if it is to be an "all red route"?

Sir WILFRID LAURIER: If you think there is another available route I do not think I or anybody else is prepared to agree with that. We say that is the route.

Mr. LLOYD GEORGE: It is committing us to the scheme before we have had time to consider it.

Sir JOSEPH WARD: We say it is a matter of policy to have a route through Canada. It is the only British country we can go through, and that is the country we want to get this service through if we can. As a matter of policy we want a British route; that is the route we wish to support, and if possible to obtain your support too.

Sir WILFRID LAURIER: I object to Mr. Lloyd George's proposal, because he wants to examine whether or not we should adopt another route or this route. We say there is no inquiry required. This is a question of policy we put before you to have an all British route, and this is the only British route possible. There is no other.

CHAIRMAN: It seems to me your resolution would commit us to your proposals, even if the conditions were prohibitive.

Sir WILFRID LAURIER: Not at all.

Mr. LLOYD GEORGE: It is absolutely regardless of cost.

Sir WILFRID LAURIER: No, put in a modification if the cost is too heavy. I do not object to that. This is the route. I use the words "available under existing circumstances."

Mr. LLOYD GEORGE: If we are to go into this question, we shall have to take the advice of people who will tell us what the thing will cost, and we must have the figures before us.

Sir WILFRID LAURIER: Very well, "by the best service available within reasonable cost."

Mr. LLOYD GEORGE: Yes.

Sir JOSEPH WARD: "Subject to the cost being approved by the respective Governments."

Mr. LLOYD GEORGE: Yes, that is all we want really. We want to be allowed to examine into the cost of the thing.

Sir JOSEPH WARD: My idea is you will never ascertain the cost until you make up your mind what you want first, and then invite offers for it, and examine the offers by your experts.

Sir WILLIAM LYNE: That resolution binds us to the route viâ New Zealand. The present route is to Brisbane. I do not know what my Prime Minister thinks.

Mr. DEAKIN: I do not think it does bind us.

Sir WILLIAM LYNE: I think it does. If we pass a resolution and agree to it that it shall be one route and one route only, and that

route viâ New Zealand, it might place Australia in an awkward position.

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Sir WILFRID LAURIER: I will put it this way: "That, to "this end, it is advisable that Great Britain should be connected with "Canada, and through Canada with Australia and New Zealand by "the best service available within reasonable cost."

Mr. LLOYD GEORGE: Yes.

Sir WILFRID LAURIER: I say "for the purpose of carrying "the above project into effect such financial support as may be "necessary should be contributed by Great Britain, Canada, Australia, "and New Zealand, in equitable proportions."

Sir WILLIAM LYNE: Then that does not fix the route.

Sir WILFRID LAURIER: It fixes the route.

Mr. DEAKIN: Not on our side. That is what Sir William is talking about.

CHAIRMAN: I will read the resolution again: "That in the "opinion of this Conference the interests of the Empire demand "that, in so far as practicable, its different portions should be con-"nected by the best possible means of mail communication, travel, "and transportation, and that to this end it is advisable that Great "Britain should be connected with Canada, and through Canada "with Australia and New Zealand by the best service available within "reasonable cost; that for the purpose of carrying the above project "into effect such financial support as may be necessary should be "contributed by Great Britain, Canada, Australia, and New Zealand "in equitable proportions."

Mr. LLOYD GEORGE: We accept that.

CHAIRMAN: Is that accepted by the Conference?

The resolution was agreed to.

Resolution XX.

NEWFOUNDLAND FISHERY.

Newfoundland Fishery.

CHAIRMAN: Yesterday I received a notice from Sir Robert Bond that he wished to bring a subject before the Conference concerning the Newfoundland Fisheries, and Sir Edward Grey has attended for that purpose.

Sir ROBERT BOND: Lord Elgin and gentlemen: In proposing this question for the consideration of this Conference, I do not intend to make more than a passing reference to the conditions that appertained in Newfoundland under the *modus vivendi* entered into between His Majesty's Government and the Government of the United States of America in October 1906. All the facts are well known to His Majesty's Government and to the Colonial Members of this Conference, for I have taken occasion to place in the hands of the latter a concise history of the same. Any comments upon what transpired under that arrangement, or upon its terms, or the manner of its accomplishment, might be regarded as vexatious. It will, therefore, only be necessary for me to briefly outline the Treaty relations that have existed and that still exist between His Majesty's Government and that of the United States of America; the obligations that are imposed upon American subjects under the existing Treaty and the

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contentions of the Government of the United States of America now before His Majesty's Government, and which, I submit, are sufficiently grave to warrant the most serious consideration of this Conference, inasmuch as they challenge the binding effect of Colonial laws upon foreign subjects when coming within the jurisdiction of a Colonial Government. The question affects the Colony that I represent principally and most vitally, but it also affects every Colony represented in this Conference.

I have had the privilege of discussing the question with Sir Edward Grey, of the Foreign Office, with your Lordship, and Mr. Winston Churchill, and have stated, as clearly as I know how to do so, what I believe to be the rights of those I represent. That statement I desire to repeat here and now, for if it is held by this Conference to be unreasonable or unduly exacting, I shall be prepared to modify it to meet what may be considered reasonable and right.

Now, then, with regard to the Treaty relations between His Majesty's Government and the Government of the United States of America.

Before the American Revolution the inhabitants of all the British Colonies in North America possessed, as a common right, the right of fishing on all the coasts of what was then British North America, and these rights were, in the broadest sense, prescriptive and accustomed rights of property. At the end of the Revolution, and by the Treaty of Peace signed in 1883, the boundaries between the possessions of the two Powers, that is to say, the United States and Great Britain were adjusted by Article III. of that Treaty, which reads as follows:—

> "Agreed, that the people of the United States shall continue to enjoy unmolested the right to take fish of every kind on the Grand Bank, and on all the other banks of Newfoundland; also in the Gulf of St. Lawrence, and at all other places in the sea, where the inhabitants of both countries used at any time heretofore to fish, and also that the inhabitants of the United States shall have liberty to take fish of every kind on such part of the coast of Newfoundland as British fishermen shall use (but not to dry or cure the same on that island), and also on the coasts, bays, and creeks of all other of His Britannic Majesty's Dominions in America."

This was a grant or recognition of a right agreed upon for a consideration viz., the adjustment of the boundaries and other engagements into which the United States by that Treaty entered.

For our purpose, it is unnecessary to deal with the other articles of that Treaty.

From 1783, until the war between Great Britain and the United States in 1812, citizens of the United States continued to enjoy the ancient rights belonging to them as subjects of Great Britain before the Revolution, and reserved to them as citizens of the United States to the extent outlined in the article of the Treaty of 1783, to which I have referred. Between those dates, other subjects of difference and negotiation, apart from the fisheries, arose between the two nations, which were disposed of by the Treaties of 1794 and 1802, but the fishery provisions of 1783 continued down to the period of the outbreak of war in 1812.

At the close of that war a Treaty of Peace was concluded on the 24th of December, 1814, which provided:—

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(1) For the restoration to each party of all countries, territories, &c., taken by either party during the war, without delay, save some questions of islands in the Bay of Passamaquoddy;

(2) For disposition of prizes and prisoners of war; and

(3) For questions of boundary and dominion regarding certain islands and for the settlement of the north-eastern boundary, and also for the north-western boundary, but it made no reference whatever to any question touching the fisheries referred to in the Treaty of 1783.

On the 3rd of July 1815, Great Britain entered into a Commercial Treaty with the United States, which provided for reciprocal liberty of commerce between all the territories of Great Britain in Europe and the territories of the United States but made no stipulation as regards commercial intercourse between British Dominions in North America and the United States.

After the conclusion of the Treaty following the war of 1812, viz., that of the 24th of December 1814, there being then no treaty obligations or reciprocal laws in force between, or in either of the countries respecting commercial intercourse, the British Government contended that the fishing rights recognised and secured to the citizens of the United States by the Treaty of 1783 had become abrogated in consequence of the war of 1812, on the principle of war annulling all unexecuted engagements between two belligerents. The fishing rights conveyed to the United States of America by the Treaty of 1783 having been annulled by the war of 1812, the citizens of the United States no longer had the right to fish in any of the North American waters. This exclusion continued until the conclusion of the Treaty of the 20th October, 1818, which Treaty remains in force to-day, and embodies the whole of the fishing privileges to which United States citizens are entitled in the waters that wash the coasts of Newfoundland and the Dominion of Canada.

Article I. of that Treaty contains a recital of the fishing privileges in British North American waters conveyed to the United States by the Imperial Government. That article reads as follows:—

> "Whereas differences have arisen respecting the liberty claimed by the United States, for the inhabitants thereof, to take, dry, and cure fish on certain coasts, bays, harbours, and creeks of His Britannic Majesty's Dominions in America, it is agreed between the high contracting parties that the inhabitants of the said United States shall have forever, in common with subjects of His Britannic Majesty, the liberty to take fish of every kind on that part of the southern coast of Newfoundland, which extends from Cape Ray to the Rameau Islands; on the western and northern coast of Newfoundland from the said Cape Ray to the Quirpon Islands, on the shores of the Magdalen Islands, and also on the coasts, bays, harbours, and creeks from Mount Joly, on the southern coast of Labrador, to and through the Straits of Belle Isle, and thence northwardly indefinitely along the coast without prejudice, however, to any of the exclusive rights of the Hudson Bay Company. And that the American fishermen shall also have liberty for ever to dry and cure fish in any part of the unsettled bays, harbours, and creeks of the southern part

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of the coast of Newfoundland, above described, and of the coast of Labrador; but so soon as the same, or any portion thereof shall be settled, it shall not be lawful for the said fisherman to dry and cure fish at such portion so settled without previous agreement for such purpose with the inhabitants, proprietors, or possessors of the ground. And the United States hereby renounces for ever any liberty heretofore enjoyed or claimed by the inhabitants thereof to take, dry, or cure fish on or within three marine miles of any of the coasts, bays, creeks, or harbours of his Britannic Majesty's Dominions in America not included within the above-mentioned limits:

"Provided, however, that the American fishermen shall be admitted to enter such bays or harbours for the purpose of shelter, and of obtaining water, and for no other purpose whatever. But they shall be under such restrictions as may be necessary to prevent their taking, drying, or curing fish therein, or in any other manner whatever abusing the privileges hereby reserved to them."

The Treaty limited to a territorial extent the fishing rights of the people of the United States, which they had enjoyed as British subjects, and which had been recognised and continued under the Treaty of Peace of 1783, and down to the year 1812.

It provided for the continuance of the ancient rights of fishing on certain parts of the coast of the Colony of Newfoundland and of His Britannic Majesty's other Dominions in America. It also provided for a renunciation by the United States of pre-existing rights to take fish within 3 marine miles of any of the coasts, bays, creeks, or harbours of His Britannic Majesty's Dominions in British North America, not included within the limits set forth in the article which I have read, that renunciation being subject, however, to the proviso that "American fishermen shall be admitted to enter such bays or "harbours for the purpose of shelter, and of repairing damages "therein, of purchasing wood, and of obtaining water, and for no "other purpose whatever. But they shall be under such restriction "as may be necessary to prevent their taking, drying, or curing fish "therein or in any other manner whatever abusing the privileges "hereby reserved to them."

The Conference will not fail to observe that this Treaty contained no provision as respects the exercise of what may be termed "commercial rights" by American fishing or other vessels in the waters of the Colony of Newfoundland or of His Majesty's other Dominions in America.

It was not until the year 1830 that a reciprocal arrangement was entered into between the Government of Great Britain and that of the United States for what might be properly termed "commercial" relations, the Act of Congress of May 29th, 1830, providing for the opening of all American ports to certain vessels on a mutual opening of British Colonial ports to American vessels, and a Proclamation dated the 5th of October 1830, giving effect to it on the part of Great Britain.

This arrangement would appear to have led to acts of aggression on the part of American subjects, and to a violation of the Treaty

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obligations of 1818, for we find that in the 1836 the Government of Newfoundland passed a Bill, entitled, "An Act to prevent the encroachment of aliens on the fisheries of this Colony, and for the further protection of the said fisheries"; that, in the same year, the Province of Nova Scotia passed laws in respect to the seizure of American fishing vessels for trading and fishing within the 3-mile limit; and that, in the year 1838, the said Province of Nova Scotia complained by address to the Queen of such aggressions, and asked for naval force to prevent them. This force was supplied by the British Government and seizures of American fishing vessels became common.

Down through the years until 1854 the same conditions applied, when on the 5th of June, 1854, a comprehensive reciprocal trade treaty was entered into between His Majesty's Government and that of the United States, under which Americans were granted the right to fish within the limits prescribed by the Treaty of 1818, under certain restrictions. That Treaty terminated in the winter of 1864, by a vote of the Congress of the United States.

Between 1864 and 1871 the policy of issuing licenses to American fishermen to fish in the waters from which they were excluded for fishing purposes by the Treaty of 1818, was adopted by the Canadian Government, and, during the year 1866, 354 licenses were issued by that Government at the rate of 50 cents per ton. The next year the license fee was increased to $1 per ton, and the number of licenses issued amounted to 281. In 1868 and 1869 the license fee was doubled to $2 per ton, and in the years 1868 and 1869, 56 and 25 licenses respectively were taken out. The Canadian Government then changed its policy and enacted exclusive laws against American fishermen forcing them to keep within the 3-mile limit.

In the year 1871, another reciprocal trade Treaty was entered into between His Majesty's Government, and that of the United States, which provided that, for a period of 10 years, fishermen of the United States should have, in addition to their right under the Treaty of 1818, the privilege of inshore fishing in the waters of British North America under certain limitations. In return for that privilege, it was provided that the fishery products of Newfoundland and of the neighbouring Dominion were to have free entry into the markets of the United States. On the 1st of July, 1885, that Treaty was terminated by the Congress of the United States, and the fishing rights of United States' citizens reverted back to those outlined in the Treaty of 1818.

One month later, namely, on the 1st of August, 1886, a telegram was received by the Officer Administering the Government of the Colony of Newfoundland from the Secretary of State for the Colonies, intimating that His Majesty's Government deemed it "desirable "that steps should be taken by the Government of the Colony to de- "cide definitely on the exact nature of the proposals to be made "to the Government of the United States in anticipation of the ne- "gotiations which were contemplated in view of the termination of "the temporary arrangements that were made by His Majesty's Min- "ister at Washington with the United States Government arising out "of the termination of the fisheries articles of the Treaty of Wash- "ington of 1871 on the 30th June, 1885." The answer which was given by the Government of Newfoundland to this representation was the introduction of the Bait Act in the year 1886. The reasons that prompted the adoption of that measure were set out by the then

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Governor of the Colony in a despatch to the Colonial Office, bearing date 25th day of May, 1886, wherein he stated that:—

> "The people of Newfoundland, like those of Canada, desire to use the right to withhold a supply of bait as a means of inducing the American Government to remove the import duties on British fish."

And again, in another despatch from Sir G. William Des Vœux to Colonial Office, bearing date 4th of January, 1887, in support of the Bait Act, which was held in abeyance by His Majesty's Government for 12 months, he stated that:—

> "American fishermen are protected in the markets of the United States, which take all their produce by a duty of 56 cents per quintal, which is almost prohibitive to the results of British industry," and
>
> "Though the measure, if allowed, would, to a large extent, place the fisheries in this neighborhood within the control of the people of this Colony, they have no desire to monopolise them, and I feel satisfied that they would willingly modify the provisions of the measure in favour of such Governments as would grant a reciprocity . . . I have good reason for believing that as regards the United States, the right of obtaining bait would be restored on the opening of the American markets to Newfoundland fish . . . . in a word, the principle that the colonists desire to maintain is 'live and let live' and they merely object to that of let other live by killing us."

Following upon this despatch from Sir George des Vœux to the Secretary of State for the Colonies, and under date the 16th June 1887, a letter was received by the representative of the Newfoundland Government, then in London, from the Office of Legation of the United States, intimating that:—

> "Should the Government of Newfoundland see fit to give notice that American fishermen be admitted to the ports of that province for the purpose of obtaining supplies, the proposal will be cordially accepted and acted upon by the Government of the United States. In that event there would be no objection on the part of the United States Government to entertain suggestions for an independent agreement in respect to the fisheries of Newfoundland, and if made by the authorised agents of the Imperial Government."

The invitation was most cordially received by the Government of Newfoundland. Negotiations were opened by His Majesty's Government with the Government of the United States of America, and on the 15th of February, 1888, what is known as the Chamberlain-Bayard Treaty was signed at Washington. This Treaty provided for free fishing in exchange for the free admission of fish products, the result of British catch, into the markets of the United States of America. This Treaty was approved and signed by the United States Government, but was rejected by the United States Senate, and the fishery privileges of the United States consequently reverted to those embodied in the Treaty of 1818.

In the same year, 1888, the Bait Act referred to in the dispatch

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of Sir G. W. Des Vœux, extracts from which I have quoted, was brought into force with the assent of the Crown, and under the provisions of the same, foreign fishing vessels were excluded from the inshore bait fisheries, except under license, and notices were issued to the United States Government from the Department of the Colonial Secretary of the Colony calling attention to the provisions of the said Act.

By virtue of the authority vested thereunder in the Governor-in-Council, a tax of $1.50 per net ton was imposed upon all American fishing vessels visiting the coast in quest of bait fishes.

Our relations with the States continued in this form until the year 1890, when by a despatch bearing date 28th February, 1900, from Sir Terence O'Brien, Governor of the Colony, to the Secretary of State for the Colonies, the question of a direct and independent trade arrangement between Newfoundland and the United States of America was revived. This negotiation resulted in my being authorised to proceed to Washington to assist in bringing about such an arrangement. The result of my visit to Washington was what is known as the Bond-Blaine Convention of 1890, which was virtually upon the same lines as the Chamberlain-Bayard Treaty of 1888. This Convention was approved by the United States Government, but was not ratified by His Majesty's Government.

In view of the fact that the United States Government had signified its willingness to exchange a free market with us for bait privileges, and that our Convention was not held in abeyance by reason of any action or want of action on its part, the Government of Newfoundland extended to United States fishermen, for a period of 12 years, all the privileges that it was contemplated should be granted under the Convention of 1890.

Mr. DEAKIN: You say the Convention was approved by the United States Government, but did that include the United States Legislature?

Sir ROBERT BOND: No; it did not come before the United States Legislature. It was signed by Mr. Blaine on behalf of his Government. It was then sent over to this country for His Majesty's approval, and a protest was entered against its ratification by the Dominion Government, and His Majesty's Government held it in abeyance for 12 years.

Sir WILFRID LAURIER: Is it not a fact that the Treaty was submitted by the American Government to the Senate, and they refused to ratify it.

Sir ROBERT BOND: No, the 1890 Treaty never went before the Senate at all, but the 1902 Treaty did. I am coming to that now.

During 12 years from 1890 to 1902, the Government of Newfoundland persistently urged His Majesty's Government to fulfil its undertaking as regards the United States Convention, but without avail.

In 1902 I was in this country in connection with His Majesty's Coronation and the Conference of Colonial Premiers, and I availed myself of the opportunity of pressing upon the then Secretary of State for the Colonies—Mr. Chamberlain—the unfairness of the treatment that had been meted out to us as a Colony during the 12 years previous in relation to our proposed trade arrangement with the United States of America and begged the privilege of being again permitted to proceed to Washington to re-open negotiations

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with the United States Government for an arrangement upon the lines of the Convention of 1890. My request was acceded to, and I was furnished with the necessary authority to proceed to Washington. The result of my visit was what is known as the Hay-Bond Treaty of 1902. This Convention was ratified by the Secretary of State of the United States on behalf of his Government, and by the late Sir Michael Herbert on behalf of His Majesty's Government. It provided, as did the former Convention, for the free admission of fishery products of Newfoundland into United States markets in exchange for baiting privileges in the Colony. That Convention was held in abeyance for some considerable time by the Foreign Relations Committee of the United States of America, but in the year 1904 it was reported by that Committee to the United States Senate, where it was virtually amended out of existence at the instance of the fishery interests of Gloucester (Massachusetts).

Between 1902 and 1904 the privileges that had been freely extended to the United States during the 12 years previous were continued, but after the action of the United States Senate became known to my Government, in the interests of the trade and commerce of the Colony, it was determined that the policy of the Government of 1886—which had been so forcibly advocated by the then Governor, Sir G. W. Des Vœux—should be enforced against American fishermen.

When the Legislature met on the 30th of March, 1905, His Excellency the Governor, in the speech from the throne, said: "I would "observe that the serious loss occasioned the fishermen of this Colony "last season by the difficulty of obtaining a full supply of bait fishes "rendered it very imperative for my Ministers to consider whether "the very valuable bait privileges conceded to the fishermen of the "United States by the Government of this Colony in expectation of "ratification of the Convention could be continued without detri-"ment to our fishery interest. After careful inquiry and considera-"tion, it was decided that, under existing circumstances, local in-"terests would be best conserved by withholding those privileges."

In order to more effectively carry out the provisions of the Bait Act, which had been in force for nearly 20 years against French fishermen, but which, for reasons I have set forth, were not enforced in their entirety against American citizens, the Government introduced the Foreign Fishing Vessels Act of 1905, whereby it was provided, amongst other things, that it shall be unlawful for the master of any foreign vessel "to engage any person to form part of the crew "of said vessel in any port or on any part of the coasts of this island."

The method adopted by American fishermen of conducting the herring fishery on the west coast of the Colony had ever been by purchase or barter. The Bait Act, as it stood, enabled us to prevent a continuation of that practice, but the Government appreciated that the Americans would attempt to overcome the difficulty occasioned by the enforcement of the Bait Act by engaging local fishermen to form part of their crews, and to catch the fish they required. It was for the purpose, then, of preventing this evasion of the spirit and intention of the Bait Act of 1887, that the clause that I referred to was inserted in the Act of 1905.

At the close of the Session of the Newfoundland Legislature of 1905, this Foreign Fishing Vessels Act was assented to and became the law of the land.

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In October of that year the autumn herring fishery on the west coast commenced, when it was found that American fishermen were determined to ignore the provisions of the Bait Act as well as the Foreign Fishing Vessels Act of 1905. The position was further aggravated by their refusing to comply with our Customs and Revenue Laws and to enter and clear and pay light dues as they had ever done heretofore.

Out of deference to the wishes of His Majesty's Government my Government abstained from enforcing local statutes against American citizens on the Treaty coast, during the autumn fishery of 1905, thereby occasioning themselves very considerable embarrassment. They were led to adopt this course believing that during the period that would elapse before the next fishing season came round a special effort would be made by His Majesty's Government to arrive at a satisfactory solution of the difficulties that had arisen by reason of the action of the United States fishermen, and failing such solution that His Majesty's Government would strictly confine the United States to the privileges accorded its inhabitants by the Treaty of 1818.

In the session of 1906, I introduced a Bill to amend the Foreign Fishing Vessels Act of 1905, by declaring that the first part of section 1 and the whole of section 3 thereof do not apply to foreign fishing vessels resorting to Newfoundland waters in the exercise of Treaty rights. This was done at the request of His Majesty's Government in order to meet objections that had been raised to the measure by the Government of the United States.

This Bill also contained the provisions:—(1) that it should be unlawful for a resident of the Colony to leave it for the purpose of engaging in foreign fishing vessels intending to fish in the waters of the Colony; and (2) that it should be unlawful for the master, owner, or agent of any foreign fishing vessel to engage British subjects to fish for them within the territorial waters of the Colony. These provisions were rendered necessary because while the Bait Act of 1887 declared that no man should take bait fishes within the jurisdiction of the Colony without a license, and the Foreign Fishing Vessels Act of 1905 declared that any master who attempted to engage any person to form part of the crew of any foreign fishing vessel in any port or in any part of the coast of this island should have his vessel confiscated, in the autumn fishery of 1905 the Americans deliberately proceeded to aid and abet our fishermen in violating the Bait Act by engaging them through agents in Bay of Islands as part of their crew, taking them outside the 3-mile limit to formally ship and enter their service, and returning with them inside our jurisdiction to fish.

It will be observer that whereas the Foreign Fishing Vessels Act of 1905 penalised the master of any foreign fishing vessel for engaging any person to form part of the crew of said vessel within the jurisdiction of the Colony, the amending Act of 1906 penalised the master, owner, or agent of such vessel who should engage British subjects, either outside or inside our jurisdiction, and utilize them within our jurisdiction to fish for them.

The machinery for a complete control over our own people so as to prevent them from aiding the Americans in catching such fishes was thus provided by the Legislature, but this machinery was rendered inoperative by the *modus vivendi* entered into between His Majesty's

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Government and the Government of the United States of America in October 1906, the terms of which may be summarised as follows, viz:—

1. Permission to the Americans to use purse seines during the ensuing season, the use of which instruments of capture the law of the Colony prohibited and penalised;
2. Permission to the Americans to ship Newfoundland fishermen *outside* the 3-mile limit, which, by the law of the Colony, was prohibited and penalised;
3. The undertaking on the part of His Majesty's Ministers not to bring into force the Foreign Fishing Vessels Act of 1906, an Act regarded by the Legislature of the Colony as essential in order to control the conduct of British fishermen and effectively enforce the provisions of the Bait Act of 1887;
4. An undertaking on the part of His Majesty's Ministers to limit the operation of a law of the Colony (the Foreign Fishing Vessels Act, 1905) by the non-enforcement of the first part of section and the whole of section 4.

With the validity of the *modus vivendi* of 1906, I do not propose to deal. Suffice it to say that the Supreme Court of Newfoundland has decided that it could not override local statutes as intended. With the humiliating circumstances that attended its enforcement I shall not trouble this Conference. I shall content myself by stating that the concessions contained in the *modus vivendi* were placed there to satisfy the demands of the Government of the United States of America.

The contentions of the American Government were as follows:—

1. That there should be no interference on any grounds by officers of the Newfoundland Government with American fishermen.
2. That the Convention of 1818 justifies no interference.
3. That the fishing laws of the Colony are not binding upon United States fishermen.
4. That American fishermen are not obliged to conform to our Revenue and Custom Laws.

Now I would draw attention to the fact that assertion of the United States Government "that the Convention of 1818 justifies "no interference on any grounds with American citizens exercising "a right to a fishery in common with His Majesty's subjects," is equivalent to a declaration that American citizens can do as they please and violate our fishing and other laws with impunity.

In answer to that position, I would refer to the opinion of the Law Officers of the Crown, Messrs. W. Atherton and Roundell Palmer, who, on the 6th January 1863, declared as follows:—

> "That, in our opinion, inhabitants of the United States, fishing within waters in the territorial jurisdiction of the Legislature of Newfoundland, are bound to obey, and are legally punishable for disregarding, the laws and regulations of the fisheries enacted by or under the authority of the provincial Legislature. The plain object of the Treaties above referred to was to put the inhabitants of the United States as regards the 'liberty to take fish' within the parts described of the British Dominions on the same footing as 'subjects of His Britannic Majesty' 'in common with whom' under the terms of the Treaty, such liberty was to be enjoyed. The enactments sub-

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sequently passed would not confirm the Treaties and provide for the suspension during the operations of those Treaties of such laws, &c., as were or would be inconsistent with the terms and spirit of the Treaty, which 'terms and spirit' are, it appears to us, in no respect violated by the regulations *bonâ fide* made by the Government for the conduct of the fishery and applicable to British subjects so employed."

My contention is that the Colony (subject to the King) is the Sovereign Power, and that the Sovereign Power has the right to enact *bonâ fide* legislation for the preservation of its fisheries, and also all legislation inherent in its Sovereignty, such as Customs and Municipal Laws, and that subjects of a foreign Power that have Treaty rights in the territorial waters subject to Sovereignty are liable to be governed by our fishing laws, when they are applied to British subjects and are admittedly made for the preservation of the fisheries.

I would also refer to the opinion of an American jurist, Hall, which occurs in a passage on International Law. He says, in commenting on the Newfoundland fisheries question:—

"It was argued by the United States that the fishery rights conceded by the Treaty were absolute, and were to be exercised wholly free from the regulations or statutes of Newfoundland, and from any other regulations of fishing now in force, or that may be enacted by that Government; in other words, it was contended that the simple grant to foreign subjects of the right to enjoy certain national property in common with the subjects of the State carried with it by implication an entire surrender, in so far as such national property was concerned, of one of the highest rights of sovereignty, namely, the right of legislation. That the American Government should have put forward such a claim is scarcely intelligible."

As to the duty of the subjects of one nation to conform to the laws of another, the doctrine is laid down as follows in Phillimore's International Law:—

"With respect to merchant and private vessels, the rule of law is that except under the provisions of express stipulation such vessels have no exemption from the territorial jurisdiction of the harbour or port, or, so to speak, territorial waters in which they lie."

And this is supported by the late Chief Justice Marshall of the United States as follows:—

"When private individuals of one nation spread themselves through another, as business or caprice may direct, mingling indiscriminately with the inhabitants of that other, and when merchant vessels enter for the purpose of trade, it would be obviously inconvenient and dangerous to society and would subject the laws to continued infraction and the Government to degradation, if such individuals or merchant ships did not all temporarily submit to local regulations and were not amenable to the jurisdiction of the country, nor can a foreign sovereign have any motive in wishing such exemption. His subjects thus passing into foreign countries are not employed by him, nor are they engaged in national pursuits. Consequently there are powerful motives for not exempting persons of this description from the jurisdiction of the country in

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which they are found, and not one motive for acquiring it. The implied license therefore, under which they enter can never be construed to grant such an exemption. One sovereign, being in no respect amenable to another, is bound by obligations of the highest character not to degrade the dignity of his nation by placing himself or its sovereign within the jurisdiction of another. A foreign sovereign is not understood as intending to subject himself to a jurisdiction incompatible with his dignity and the dignity of the nation."

English law is the same, as in the celebrated case of the "Franconia," the judges concurring with Mr. Justice Lindley when he said:—

"It is conceded that even in time of peace the territoriality of a foreign merchant ship within 3 miles of the coast of any State does not exempt that ship or its crew from the operation of those laws which relate to its revenue and its fisheries."

And Sir Travers Twiss states the law thus:—

"Treaty engagements in such matters as fisheries in common do not give any other right than that which is expressed in the specific terms."

Again, the United States Government, as far back as 1856, recognised not only the right, but the desirability, of the enforcement of the laws of Newfoundland upon United States citizens entering the territorial waters of the Colony to engage in fishing. On the 28th March, 1856, the following instructions to the masters of American fishing vessels was issued from the State Department, Washington, namely:—

"It is understood that there are certain Acts of the British North American Colonial Legislature, as also, perhaps, Executive regulations, intended to prevent the wanton destruction of the fish which frequent the coasts of the Colonies and injurious to the fishing thereon. It is deemed reasonable and desirable that both United States and British fishermen should pay a like respect to such laws and regulations which are designed to preserve and increase the productiveness of the fisheries on these coasts. Such being the object of these laws and regulations, the observation of them is enforced upon the citizens of the United States in a like manner as they are observed by British subjects. By granting the mutual use of the inshore fisheries neither party has yielded its right to civic jurisdiction over a marine league along its coast. Its laws are as obligatory upon the citizens or subjects of the other as upon its own."

In 1886 there was a similar recognition by the Government of the United States of the binding effect of Colonial laws upon its citizens when coming within the jurisdiction of the Colony. In a despatch from Mr. Bayard, of the Department of State, Washington, to Sir Lionel West, bearing date 10th May, 1886, it was stated:—

"Since 1818 certain important changes have taken place in fishing which have materially modified the conditions under which the business of inshore fishing is conducted, and it must have great weight in any present administration of the Treaty. . . Everything will be done by the United States to cause its citizens engaged in fishing to conform to the obligations of the

Treaty and prevent an infraction of the fishing laws of the British provinces."

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Again, in a despatch from Mr. Bayard to Sir Lionel West of date, 20th May, 1886, that gentleman stated that he was desirous that due and full observance should be paid by the citizens of the United States to local laws and commercial regulations of the ports of the British provinces.

This position is further upheld by a despatch from the Marquess of Salisbury to Mr. White in 1887, in which he states that "such "statutes are clearly within the powers of the respective Parliaments "by which they were passed, and are in conformity with the Con- "vention of 1818, especially in view of the passages of the Conven- "tion which provide that the American fishermen shall be under such "restrictions as shall be necessary to prevent them from abusing the "privileges thereby reserved to them."

The question of the legality of laws and regulations in relation to the conduct of the fisheries under the Treaty of 1818 passed by the Canadian Parliament was discussed between the British Government and the Canadian Government and that of the United States in the year 1886.

As far back as the year 1844, the Provinces of British North America had adopted legislation for the enforcement of the provisions of this very Treaty. They were passed by Nova Scotia, New Brunswick, and Prince Edward's Island, and afterwards by the Dominion of Canada. Even while the dispute was pending between the United States and Canada, an Act was passed to further amend the Act respecting Foreign Fishing Vessels, which, having passed the Canadian Parliament, was reserved by the Governor-General for His Majesty's pleasure, and eventually received the Royal Assent on the 26th November, 1886. In March, 1886, the Canadian Government promulgated the following instructions to its officers enforcing the Canadian fishery laws:—

"You are to compel, if necessary, the maintenance of peace and good order by foreign fishermen pursuing their calling, and enjoying concurrent privileges of fishing and curing fish with British fishermen, in those parts to which they are admitted by the Treaty of 1888. You are to see that they obey the laws of the country, and that they do not molest British fishermen in the pursuit of their calling, and that they observe the regulations of the fishery laws in every respect."

In a report to His Majesty's Government dated 1886, the late Sir John Thompson, then Minister of Justice, and afterwards Premier of the Dominion of Canada, wrote:—

"The right of the Parliament of Canada, with the Royal Assent, to pass an Act on this subject to give that Treaty effect, or to protect the people of Canada from an infringement of the Treaty itself, is clear beyond question. An Act of that Parliament, duly passed according to constitutional form, has as much the force of law in Canada, and binds as fully offenders who come within its jurisdiction, as any Act of the Imperial Parliament; and the efforts made on the part of the Government of the United States to deny and refute the validity of Colonial Statutes on this subject have been continued for

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years, and in every instance have been set at naught by the Imperial authorities, or by the judicial tribunals."

If the Parliament of Canada had, and still has, the right to pass and enforce such laws, the Newfoundland Legislature has an equal right, for its constitution is the same.

That was placed beyond question by the Imperial Act of 1865 "an Act to remove all doubts as to the validity of Colonial laws," the 7th section of the which reads as follows:—

> "All laws or reputed laws, enacted or purporting to be enacted by the Legislatures which have received the assent of Her Majesty in Council, or which have received the assent of the Governor of the said Colony, in the name and on behalf of Her Majesty, shall be, and be deemed to have been, valid and effectual from the date of such assent for all purposes whatever."

Now, with regard to the shipping of Newfoundlanders to form part of the crews of American vessels fishing within territorial waters. This was permitted by His Majesty's Government under the *modus vivendi* of 1906 in contravention of the Colonial law. The Colony has prohibited the engaging of Newfoundland labour. This course was rendered necessary because the United States Treasury Department has ruled that herrings taken by Newfoundland crews on board of American vessels may be landed free of duty just as though they had been taken by American crews. The effect of that ruling has been to give to the merchants of Gloucester, Massachusetts, what amounts to a monopoly of the United States herring market, independent competition being impossible in the face of an import duty equivalent to 25 per cent of the value, which American traders are enabled to evade.

I would once again revert to the despatch of Governor Sir George Des Vœux to the Colonial Office, at the time that the Act under which this prohibition is enforced was before His Majesty's Government. You will please remember that this Act has been on the Statute Book for 20 years. Sir George Des Vœux said, in speaking for his Government:—

> "The people of Newfoundland, like those of Canada, desire to use the right to withhold a supply of bait as a means of inducing the American Governments to remove the import duty on British fish. . . . In a word, the principle that the Colonists desire to maintain is 'live and let live,' and they merely object to that of 'let others live by killing us.'"

When the prohibitive import duty is removed, the restriction imposed by the Bait Act, 1887, will cease to be enforced; for Newfoundland is prepared to compete with the fishermen of the United States or of any country upon equal terms, but she objects to give free access to her unrivalled bait supplies to those who debar her from their markets by prohibitive tariffs worked in so unjust and evasive a manner as that set forth in the Treasury Order to which I have referred.

Just a few words more and I have done. I submit that there is nothing in the Treaty of 1818 which conveys a right to the United States to employ Colonial fishermen to fish for them. I have heard it argued that "what one does by another one does by himself." That is a maxim which applies entirely to the law of agency."

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Under the Treaty of 1818, the privilege of a fishery in common with British subjects was granted to "the inhabitants of the United States," and the privilege was to "take" fish (not to buy or procure it in any other way). The word "take" was used in its special and restricted meaning to distinguish the liberty from the rights which the British subjects enjoyed, namely, to use the land as well as the sea, and to buy, sell, trade, or deal in any way with the products of the fisheries. I submit that the United States can only "take" fish and can only take it in common, that is to say, by the same implements of capture as British subjects and subject to the same restrictions, regulations, or laws that govern their conduct.

The permission to enter and fish cannot be construed as conferring upon the admitted foreigner a right, but only a liberty or a privilege.

In considering the Treaty of 1818, it is important to remember the class to whom the concession is given, namely, the American fishermen named in the article. (1) They *must be inhabitants of the United States.* (2) They *must be American fishermen,* and the liberty granted to them is to take, dry, and cure fish. The word shows the privileged class to whom the Treaty applies, and the vessels employed therefor, and the special Treaty privilege of fishing in the territorial waters of Newfoundland. There is no maxim of the law better known than that which affirms that the "express mention of one person or thing is the exclusion of another." It would, therefore, follow that the mention of "inhabitants of the United States," "American fishermen," named in the Treaty, excludes all others. But we are not left to ourselves to place the interpretation on this Treaty, as to the class to whom the privileges are granted. It has been so read by the inhabitants of the United States for the last hundred years, and no later than last July, Mr. A. P. Gardner, the representative for Gloucester in Congress, writing to the "Boston Herald," of July 9th, under date of July 7th, said as follows:—

> "I am in receipt of a letter, dated July 2nd, from the Secretary of State (that is the Secretary of State for the United States) answering a large number of questions raised in my Memorandum to Mr. Alexander, of the United States Fishery Commission. The State Department believes that Newfoundland has the right to prohibit its own citizens from engaging in or prosecuting the fishery unless they are inhabitants of the United States. If they are inhabitants of the United States we are entitled to have them fish from our vessels regardless of their citizenship."

The State Department of Washington having thus placed this interpretation on the Treaty, it is difficult to conceive why the Newfoundland laws were over-ridden last year under the *modus vivendi,* or why the Act of 1906 which merely enables the Colony to more effectively enforce the Bait Act of 1887 upon its own citizens is still held in abeyance by His Majesty's Ministers. What I have asked for at the hands of His Majesty's Government is:—

1st. The Assent of the Crown to the Act of 1906.

2nd. That the Colony be permitted to carry out those laws that have been approved by the Crown.

3rd. That His Majesty's Government define the rights of American citizens under the Treaty of 1818.

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The Colony does not desire to limit in any way the rights of American citizens under that Treaty. It asks for nothing but justice and responsibility sanctioned by the spirit and forms of the British constitution.

We do not think it just that permission should be given by His Majesty's Government to a foreign Power to over-ride or contravene the laws of the Colony, or that an undertaking should be given to a foreign Power by His Majesty's Government not to sanction certain Colonial legislation.

It has been suggested that the matters in dispute might properly be submitted to arbitration. I cannot see what there is to arbitrate upon. To my mind, the only question is as to the binding effect of Colonial laws upon American citizens when they come within British jurisdiction. If it is intended to submit the Treaty to arbitration, then I contend, that its terms are clear, that the privileges granted to the inhabitants of the United States thereunder are not set forth in language that is ambiguous. Vattel, probably the best authority upon the interpretation of treaties, says:—

> "The first general maxim of interpretation is, that it is not allowable to interpret what has no need of interpretation. When the wording is in clear and precise terms and its meaning is evident and leads to no absurd conclusion, there can be no reason for refusing to admit the meaning which such Treaty naturally presents, and to go elsewhere in search of conjectures in order to restrict or extend it is but an attempt to elude it."

If, on the other hand, it is intended to submit Colonial statutes to arbitration, then I respectfully contend that it would be derogatory to the Crown, and in direct contravention of the constitutional right of the self-governing Colonies, to submit their statutes to the arbitrament of any foreign Power or of any person, or body of men.

[*After a short adjournment, the Conference, after discussion in private, agreed that Sir R. Bond's Statement should be recorded.*]

Wireless Telegraphy.

WIRELESS TELEGRAPHY CONVENTION.

CHAIRMAN: There was a point with regard to wireless telegraphy which Mr. Deakin wanted to put, and we have the Postmaster-General and Mr. Babington Smith here.

Mr. DEAKIN: With regard to the proposed convention in relation to wireless telegraphy, as to which an agreement was arrived at some little time ago, I understand that convention is now under the consideration of a committee of the House of Commons.

Sir WILFRID LAURIER: Agreement between whom?

Mr. BUXTON: It is an international agreement, and we are parties to it. The Colonies have the absolute power and option of coming in, supposing we ratify it, at any time they like, or going out at any time on a year's notice. Every self-governing Colony has absolute liberty in regard to it. We have only committed ourselves so far as this country is concerned.

Mr. DEAKIN: The convention, as I remember it, proposes to entrust to a future Conference the decision of questions relating to wireless telegraphy, the systems to be used, and the methods adopted,

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by means of which something like a universal system of wireless may be established or the various systems may be co-ordinated.

Mr. BRODEUR: Interchange.

Mr. BUXTON: Inter-communication.

Mr. DEAKIN: These questions are to be referred to some permanent body on which each Power has votes.

Mr. BUXTON: This Conference took place, and all the great Powers—I think every Power interested in it—was represented. They came to certain arrangements which now form the convention, as to which the question is whether we should ratify it or not. The Conference has now adjourned for five years and that convention, so far as the Powers who ratify it are concerned, will come into force for all of them; but they can all go out on a year's notice. In the meanwhile, in the five years, the only things by which they are bound are the actual terms of the convention. There is no standing body which has any voice or power in regard either to the interpretation or enforcement of these regulations and articles of the convention. The only body that exists is an International Bureau for merely clerical purposes, the listing of wireless stations, and so on. It has no sort of executive power of any kind. Between the meeting of one Conference and the next each Power is free to carry out the convention and to interpret it in the way it thinks right. There is no body with executive power between the two meetings of the Conference.

Mr. DEAKIN: Is it for the next Conference that a scale of voting was proposed under which the maximum number of votes or representatives was to be six for a country with colonies?

Mr. BUXTON: Each of the self-governing Colonies was communicated with and informed the Conference was to take place. A draft was sent to them for consideration. I think they all desired that they should not be committed by any arrangements come to by this country in regard to wireless telegraphy until they had had an opportunity of seeing how the convention worked out after it was discussed, considered, and ratified. They would have full power then to come in at any moment, or to go out again if they liked on a year's notice. Therefore, with regard to the Colonies, there was no question about their having a vote at the Conference which took place last October. As regards future Conferences, the question was raised as to the method of representation of the various Colonies and the votes they should have, and how they should be enabled to join in future Conferences. There were two precedents: one is the International Telegraph Convention, under which any country can practically say that it desires a vote for this Colony or the other Colony so long as they have separate telegraph administrations. The other system is that of the Postal Union, under which each country, according to the importance of its Colonies, is allowed so many votes. It was a question really which of those two precedents, that of the Telegraph Convention or that of the Postal Convention, was the best for our purpose. The Conference finally decided they would follow the Postal Union rather than the Telegraph Convention, on the ground that that enables the Conference to allot votes to the Colonies according to their importance, and does not enable a country to claim any number of votes for, perhaps, minute Colonies of no importance, simply because they happen to have a separate telegraph administration. The article passed by the Conference the other day fixes for

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any country and its Colonies a maximum of six votes. No country need have six votes, but that is the maximum. That is the principle of the Postal Union which has been in existence for many years, and has worked very satisfactorily. Under it, I may say, at the present moment India, Australia, New Zealand, Canada, and South Africa each have a vote.

Mr. DEAKIN: It might be presumed, then, at the next Conference that each of the six, if adhering, would be entitled to a vote.

Mr. BUXTON: Not "entitled"; that is to say, there is no obligation on the Conference to allot votes, or to allot any particular number of votes. It is a question of discussion as between the different countries, those interested in Colonies and having Colonies. I do not think there is any question about it that the precedent of the Postal Union will be taken, and these five votes in addition to one for Great Britain will unquestionably be given.

Sir JOSEPH WARD: Who would settle that?

Mr. BUXTON: It will be settled by the next Conference. Meanwhile, before the next Conference, which is five years hence, the country proposing to suggest Colonial votes for its Colonies makes the suggestion to the various countries concerned. Any other country may then make suggestions, and what we have had in mind in reference to the matter is that sometime before the next Conference takes place, we should communicate in a friendly way with, at all events, the important countries concerned to discuss what number of votes should be allotted and how allotted. I should like to add that, on the motion of the British delegates, it was decided by the Conference that that should be the first business of the next Conference, and that, therefore, any votes allotted will come into force at the beginning of the Conference, so they will have the full power of voting from the beginning of the new Conference.

Mr. DEAKIN: The new Conference may, if it likes, say yes, we agree, Canada may have a vote; and then go on to consider a tiny colony of some other Power, giving it a vote and placing it on an equality with Canada. I am taking a most exaggerated contrast. Is that possible?

Mr. BUXTON: Certainly.

Mr. DEAKIN: That is to say, there is no standard fixed below which there shall be no vote.

Mr. BUXTON: Except that under the Postal Union, the theory and practice has been that votes are all allotted to important Colonies.

Mr. BABINGTON SMITH: It is a matter for the Conference to decide. As a matter of fact, under the Postal Union some of the other countries which have colonies have a certain number of votes for them. France, for instance, which has colonial possessions of considerable importance, has, I think, three colonial votes. Germany has two; Portugal, has two; Holland has two; and the other countries which have small colonies have most of them one vote.

Mr. DEAKIN: Then there is no real proportion.

Mr. BABINGTON SMITH: There is no precise proportion as to the importance of the Colony; but, as a matter of fact, I think Sir Joseph Ward will agree that the system has not worked unsatisfactorily for us.

Sir JOSEPH WARD: That is so.

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Mr. BABINGTON SMITH: With the additional vote obtained for New Zealand at the last Conference, I think the allotment of votes is satisfactory from the point of view of the British Empire.

Sir JOSEPH WARD: I think it is satisfactory for this reason. There is no getting over the general position in the world at large, which forms the Postal Union, that the great majority of the representatives are outside the British Dominions. At the Postal Conference we had quite a fight to get one extra vote for a British Colony—that is, New Zealand—and at the same time to get South Africa put in the position of having a direct vote. On the matter of voting I do not think we can improve upon that of the Postal Conference, which has worked satisfactorily. The great majority of the contributors to the Postal Union are Continental people and they outnumber us, and until we get into the position of having other great Colonies in addition to those we have already, which have grown to manhood, the odds are 50 to 1 that we will not get an increase in the representation we have now. As long as we have the assurance from Mr. Buxton that every effort to get the maximum of votes to be used in the interest of Great Britain and her Colonies at the next wireless telegraphy conference I think we have nothing to complain of. Although I know you cannot control it, it comes back to the Conference to say whether or not those votes are to be exercised.

Mr. BUXTON: I meant, we have the precedent of the Postal Union in which we have these votes, and I have little doubt from the knowledge which one has acquired with reference to the working of these international conventions and conferences, that they would see the reasonableness of our proposal to put wireless telegraphy on the same basis as the Postal Union, and we should obtain those votes. I cannot guarantee it. Though we may only have five votes, the representatives of any other colony can be present and take part in the discussion at the Conference as a British delegate. But I would like to put this as strongly as I can that the actual voting is really not very material. The material thing is the influence and power of those representing Great Britain and its colonies, and also the ability of the delegates. At this wireless telegraphy conference last time we only had one vote. We had on the whole a hostile majority against us, but in consequence of the attitude we took up and the very admirable handling of the matter by the British delegates, we really turned that convention topsy-turvy. We obtained every single point we wanted, and made the convention as we now believe a convention very satisfactory from the national point of view and the Admiralty point of view; whereas, as it stood it was very unsatisfactory and we should not have agreed to it. We only had one vote at that time and all the other Powers one vote; so we were in an absolute minority, and it was really more moral strength than voting strength.

Mr. DEAKIN: But was not that due to the circumstances that British predominance in wireless telegraphy is so marked, the situation of the Empire is so special, and the opportunities it affords for wireless telegraphy so much greater, that you only had to step out of the Conference and it would have practically fallen to pieces?

Mr. BUXTON: No, it would have gone through anyhow.

Mr. DEAKIN: Besides that is not there a great difference be-

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tween the Postal Union, with its exchange of services, and its absolute necessity for joint action throughout the world, and the present condition of wireless telegraphy which has taken great developments only in this Empire, where it plays an important part with the navy? The system is being extended to some of its dominions, and will be extended to others. What gain corresponding to those, which are obvious in the case of the Postal Union, is there in establishing a Union for wireless telegraphy while one member is so far immensely superior to the others? What are we to gain? Are we not accepting a limitation of a power we at present enjoy without an equivalent advantage?

Mr. BUXTON: That raises the whole question of the merits of the Convention, which is now before the Select Committee of the House of Commons, and opens out a very big question. I hold strongly the view that while it is perfectly true that we are in a dominant position in regard to wireless telegraphy at the present time, it is to our advantage to have inter-communication between the various systems, and it is to our disadvantage to have a particular system in this country, the predominating system, which refuses to inter-communicate. I am speaking specially from the naval point of view as well as the commercial point of view. The best method in which wireless telegraphy can be developed (and it is to our advantage to have it developed) is by means of an International Convention which will introduce free inter-communication, though subject to exemption of any stations which we think are better exempted. International regulation will tend to prevent confusion and interference which is really the evil of wireless telegraphy. Unless you have very carefully drawn regulations and power to enforce them, the difficulty is to prevent confusion and interference and make the best use of the invention. The advantage to us in having an International Convention is that you bring all these different systems and different countries under an obligation not only to inter-communicate, which is to our commercial advantage, but also to carry out these very carefully drawn regulations under which we believe interference and confusion will be reduced to a minimum. I am only treating it very broadly.

Mr. DEAKIN: If there were reciprocal preferences in this matter, it might be very advantageous; but when the Empire has at present all to give and very little to gain, are not we anticipating a state of things which has not yet arisen?

Mr. BUXTON: May I ask what we are giving?

Mr. DEAKIN: We give a power of communicating with the whole of the stations which we have and all our ships.

Mr. BUXTON: Except so far as we like to exempt them.

Mr. DEAKIN: That exemption could only be used in very special circumstances.

Mr. BUXTON: It could be used so far as the Government is concerned at every one of their stations.

Mr. DEAKIN: You mean you could adhere to the Convention and at the same time exempt the whole of your territory from it?

Mr. BUXTON: No, you must have a certain number of stations for carrying out the international work, but all the existing stations, and any others you like to name, from an Admiralty or any other

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point of view, can be exempted; that is one of the conditions on which we agreed to the Convention.

Mr. DEAKIN: What does that mean? Those stations will be sending out their wireless messages. In what way are they prevented from being picked up because the station is exempted?

Mr. BUXTON: Exempted stations come under the Convention in every other respect; that is to say, they are as much protected from confusion and interference as are the other stations.

Mr. DEAKIN: That is to say, they can receive but are exempt from exchanging and communicating?

Mr. BUXTON: Yes. They are protected from wilful interference or even accidental, by the various regulations laid down for the management of coast stations and ship stations.

Mr. DEAKIN: We in Australia have before us at present at least two systems of wireless telegraphy. One has established stations.

Mr. BUXTON: One is the Marconi, and what is the other?

Mr. DEAKIN: The De Forest, and we have proposals from a third. It means considerable expense on a very long coast line if any one of those systems is to be adopted. If stations were established simply for defence purposes, should we be under any obligation to allow their use in time of peace? When this Convention was concluded, we were in the midst of local negotiations, and a good deal of apprehension was created lest, if we went to this expense, one of the effects of the Convention might be to require us to place those stations at the disposal of Powers inimical to us.

Mr. BUXTON: Do you mean in time of peace or war?

Mr. DEAKIN: In time of peace.

Mr. BUXTON: How in time of peace would it be disadvantageous?

Mr. DEAKIN: Would they not become familiar with their whereabouts, and range of communication?

Mr. BUXTON: Supposing you had a station which was not intercommunicable, what would you propose to use it for?

Mr. DEAKIN: For our own ships only?

Mr. BUXTON: These other ships can be fitted with the non-Marconi apparatus?

Mr. DEAKIN: I assume so.

Mr. BUXTON: Then there is nothing to prevent them communicating. If you are going to use a station for any practical purpose you cannot keep its whereabouts a secret. I understand you to say they would get to know where it was.

Mr. DEAKIN: Get to know exactly how many stations there were on our coast.

Mr. BUXTON: Surely that would be the same whether it was the Marconi system or anything else; because if they are going to be used they must know where they are.

Mr. DEAKIN: Certainly. But the question for us, was whether these stations for defensive purposes should become public property.

Mr. BABINGTON SMITH: There is nothing in the Convention which prevents purely Naval and Military stations being kept abso-

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lutely secret and free from communication with anybody. Such stations are outside the Convention.

Mr. DEAKIN: It is months since the papers passed under my hands, and probably I am not recalling the exact terms of the Convention.

Mr. BUXTON: I think you will find undoubtedly, when you come to look them up again, that every one of those points you have made, and many others which were made as to the original draft Convention, have been entirely met.

Mr. DEAKIN: Since the Convention was published?

Mr. BUXTON: There is an amended Convention. You are speaking probably of the draft of the old one in which there are probably many points to which we should not agree.

Mr. DEAKIN: I did not read any Convention except the first.

Mr. BUXTON: I would like to say, as emphatically as I can, that the Board of Admiralty, who, after all, are the people most concerned in this matter, think it would be a very serious matter if this Convention were not ratified. That they have stated publicly; and they have sent their experts and other witnesses to say so, and very emphatically, to the Select Committee. Putting aside the question of naval defence—on which I think they are satisfied—any naval station is absolutely outside the Convention if it is intended to be purely a naval station. Then comes this question from your point of view; as to the commercial station which can only, unless intercommunication is made, communicate with certain ships it would surely be to your advantage, in Australia, that if you have a wireless station at all, it should be able to communicate with every system and every ship, whether British or foreign. Recollect that all British ships are not fitted with the Marconi system; there is the De Forest and other British systems. It would surely be to the disadvantage of Australia, from the commercial point of view, if a ship comes out there fitted with the De Forest system and finds a Marconi station and cannot communicate; whereas it would be greatly to the advantage of Australia, from the commercial point of view, that whatever the ship's system might be it should be able to communicate with the station.

Mr. DEAKIN: Your argument would apply equally if we adopt the De Forest or any other system.

Mr. BUXTON: Yes. The only company which objects to intercommunication is the Marconi Company. They consider they have, though I do not think they have, to a certain extent a monopoly, and would like to keep it. I do not think they have a monopoly, and every month and every year is reducing this monopoly, because the De Forest and other big companies are coming to the fore. They want you no doubt to agree to put up a station which will prevent any ships coming to Australia fitted with any wireless apparatus except Marconi, because they will not communicate with anyone. That cannot be, I should have thought, to the advantage of Australia, or to the advantage of the commercial community.

Mr. DEAKIN: The only advantage is from a naval defence point of view.

Mr. BUXTON: That I can safely say has been entirely met, and the Admiralty are absolutely satisfied with regard to it.

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Mr. DEAKIN: Our two points are, first, as to representation, we seemed to be in danger of entering a conference in which the chances were we should be outvoted by communities far smaller than ourselves, and with far less developed systems of intercommunication. They would get all the benefit of having intercommunication throughout the British Dominions in this way, and practically do nothing or next to nothing in exchange. Our second point was whether, as there are parts of Australia where communication for all ordinary commercial purposes would be rather rare and inconsiderable, but where stations would be justified from a defence point of view, this conference would not oblige us to place them at the service, in time of peace at all events, of all ships, and by that means deprive us of some advantage in time of war. I am criticising generally from memory the substance of the memorandum which came before me last year.

Mr. BUXTON: I think both those fears are met by the terms of the Convention as passed.

Mr. DEAKIN: Was it amended in both those respects?

Mr. BUXTON: Yes, very much so; because in the original Convention Germany proposed that there should be no votes for the Colonies whatever, but only one vote for each country and the Colonies not represented at all. In regard to the other point the Admiralty having got all the amendments they required in the original draft Convention, are now fully satisfied, not only that the Convention is a good thing in itself, but that it would be a disadvantage both from a naval and commercial point of view if we did not ratify it.

Mr. DEAKIN: The great safeguard so far as I can grasp it at present is the power of withdrawal after 12 months.

Mr. BUXTON: Yes; supposing it is found that intercommunication is not satisfactory, and certainly if it is found to be in any possible sense a danger, we should have no hesitation whatever about withdrawing from the Convention, which we can do at 12 months' notice.

Mr. DEAKIN: I understood it was final, that if you were in you could not get out, unless you took the extraordinary step of seeking to dissolve the conference.

Mr. BUXTON: No, you can withdraw with the greatest ease.

Mr. BRODEUR: What is our position in the Colonies with regard to that Convention which has been made? Are we affected in any way?

Mr. BUXTON: No. The position of each self-governing Colony is this: They did not take part in the deliberations of the Conference because it was understood they, naturally, did not wish to be committed to the terms of the Convention until they had an opportunity of considering it in all its bearings after it was passed. Therefore, they had nothing to do with the drafting of the Convention. The Convention has now been radically modified from the draft, and they have full liberty to adhere or not. They can come in at any time.

Mr. BRODEUR: The draft Convention has never been submitted.

Mr. BUXTON: Yes; that was sent to all of them. The new Convention has now been sent out, but it was only last January, so

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that the position of the Colonies is that, after they have considered the amended Convention, there is no obligation to come in; and if they do not want to come in, they stand out; it is on their own initiative. If they want to come in, they can come in at any day, and can go out on a year's notice.

Mr. BRODEUR: I was not in the Department when the matter was brought to the attention of the Government, but I understand the draft Convention was submitted by the British Government to the Colonies. We answered, as far as Canada was concerned, that we had no objection to that draft Convention. The meeting of the Conference took place, and a modified Convention has been made out, which has been submitted to the Government.

Mr. BUXTON: The original draft Convention was sent to the various Colonies, not asking them to agree to it or join, but for information, and pointing out at the same time that they would not be bound by it until after they had an opportunity of considering the draft Convention as amended after the Conference. That has now been sent out, some time in January, to the various Colonies for their consideration, pointing out, I presume, this particular clause, which was put in at the desire of the Colonial Office, enabling them, as I say, to stay out if they liked, or come in if they liked at any time and go out again on a year's notice.

Mr. BRODEUR: The question of representation has been discussed in this despatch sent to Canada.

Mr. BUXTON: It was merely a copy sent for information. It does not come into force until July of next year.

Mr. BABINGTON SMITH: It runs for an indefinite period.

Mr. DEAKIN: The Conference is to meet five years from when?

Mr. BABINGTON SMITH: It meets in 1911.

Mr. BUXTON: That is about five years from the time of the last meeting.

CHAIRMAN: With regard to the explanations, we purposely put off our general despatch until the Select Committee had finished sitting.

Mr. BRODEUR: The Committee is still sitting?

CHAIRMAN: Yes.

Mr. BUXTON. We have practically completed taking evidence. We shall probably report after Whitsuntide.

Mr. DEAKIN: That will deal completely with the whole of this question?

Mr. BUXTON: I imagine so.

Mr. DEAKIN: Does it point to still further amendments to the draft Convention?

Mr. BUXTON: There is no question before the Committee and the Government of amendment of the Convention as it now stands. We have to take it or leave it as it is. The Convention was hammered out with British delegates representing the War Office, the Admiralty, and the Post Office. They agreed to it and thought it satisfactory. The Committee is appointed to report to the Govern-

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ment what they think would be the results if it is ratified or not ratified.

Mr. DEAKIN: There was then an original Convention and an amending Convention?

Mr. BUXTON: There was an original Convention in 1903. To that we did not adhere because we thought it was premature and had no legislation to carry out any conclusion they came to, but it was generally understood to be a preliminary Conference. That Conference agreed to a protocol, which formed the basis of the draft proposal for the new Conference which was called last October. The draft Convention I have spoken of all through is based upon the protocol of 1903.

Mr. DEAKIN: The one for which you are responsible, which you recommend, and which has been considered by the Committee, is the amended Convention of 1906?

Mr. BUXTON: Yes.

Mr. DEAKIN: That is now being disposed of by the Committee of the House of Commons?

Mr. BUXTON: I think only two Articles out of the whole of the draft Convention have not been altered, in some cases entirely reversed, between the draft and the amended Convention at the instigation of the British delegates.

Mr. BRODEUR: I understand at the next sitting of the Conference you will discuss the question of the representation of the Colonies; it has not been disposed of.

Mr. BUXTON: Yes, that is the first thing. The question of the maximum of votes has been discussed. The question how these votes shall be allotted has not been discussed. In regard to voting, it would have been physically impossible for that question to be discussed at the last Conference, because all Colonies have liberty to come in or not, and nobody knows yet who is coming in, and therefore it would be idle to allot votes to Newfoundland or Canada until we knew whether they were coming in or not.

Mr. DEAKIN: Did you fix a meeting without leaving it open?

Mr. BUXTON: Yes.

Sir JOSEPH WARD: As far as I am concerned, the information which has been adduced is very valuable.

Mr. BUXTON: I am glad to have had the opportunity of clearing up some misapprehensions which have arisen.

Mr. DEAKIN: It is evident that the memorandum placed before me related to the original Convention and not to the amended Convention.

Mr. BUXTON: No doubt the Colonial Office sending it made it clear it does not come into force for 18 months and, therefore, it did not appear urgent.

Mr. BRODEUR: I understand it was simply communicated to us and we were not asked to make any representations with regard to the Convention.

Mr. BUXTON: It was sent to you for information to show how the Colonies stand, and for them to consider whether they will join it or not.

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Mr. BRODEUR: I understand we will have some further communication with regard to it.

Sir WILFRID LAURIER: Is there anything else to discuss?

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CHAIRMAN: There is this motion of Mr. Deakin.

Mr. DEAKIN: It is with reference to steps to be taken to bring the Colonial Office in touch with the self-governing dominions with which it has to deal.

Interchange of Permanent Staff.

INTERCHANGE OF PERMANENT STAFF.

Mr. DEAKIN: The resolution, of which notice was given, is 'That the Secretary of State for the Colonies be invited to frame a "scheme which will create opportunities for members of the per- "manent staff of the Colonial Office to acquire more intimate "knowledge of the circumstances and conditions of the Colonies "with whose business they have to deal, whether by appointments, "temporary interchanges, or periodical visits of officers, or similar "means." May I first in a general way point out that Departments of State are subjected to two entirely different criticisms; first of all those of the *laissez-faire* school, who wish to see those Departments limited to the narrowest possible sphere of action, and who endeavour to justify their doctrine of the unwisdom of State interference by continual attacks upon the State servants employed. With those we have never had any sympathy. The school of thought with which we are most familiar in Australia is antipodean in this regard as in some others. We have freely used State agencies and continue to use them, and many of us are strongly of opinion that it is only by their employment that the complex conditions of modern government can be dealt with. If, therefore, we criticise State Departments it is because so much of the success of the policy which we advocate depends upon them and upon their power of adaptation to the business side of social life. In Australia we are constant critics of our own Departments, and experience shows, with good reason. One of the chief tasks of our Parliament is that of endeavouring to bring the various agencies comprised in their public offices into more fruitful relation with the circumstances of the country. We have busy Parliaments passing many laws, most of them demanding a great deal, but we find the purposes of those laws defeated or their ends avoided, unless by constant criticism and revision of methods we keep our Departments, to use a familiar expression, up to date.

In Australia we are also somewhat singular, inasmuch as political patronage, as such, does not exist. The Government of the Commonwealth has not the power to appoint an office boy in the Commonwealth. Our Parliament has passed a law which disassociates us entirely from the great public service over which we preside. Entry into that service the stages of promotion and remuneration, and all other conditions of the service, are laid down in the law. The administration of that law is entrusted to an independent Public Service Commissioner.

Sir WILFRID LAURIER: Who makes the appointments?

Mr. DEAKIN: He makes the appointments. Ministers cannot differ from the recommendation of the Public Service Commissioner without laying the whole case before Parliament, and stating the

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grounds on which they propose to reject it. If it is rejected the Commissioner makes another nomination.

Sir WILFRID LAURIER: He has the appointment, and you cannot dissent, except for cause?

Mr. DEAKIN: Except for cause laid before Parliament and approved. That interposes another set of considerations. There being no direct power of control in Ministers, that is to say, there being no control by appointment or dismissal in the hands of Ministers, the service having a certain independence of its own, it becomes all the more necessary for us to exercise our criticism. Rewards and punishment are dispensed by the Commissioner, whose task it is to maintain efficiency. Our departments, free from patronage, might become merely mechanical in methods without criticism. Perhaps in that way we pay something for our freedom from the burden of patronage, and the many annoying associations connected with it. So that when we criticise a public service, it need not be, and certainly has not been any criticisms I have uttered here, a reflection upon the capacity of those engaged. It certainly is no reflection upon their integrity. Every country has its public service, and so far as I am acquainted with it, no country has a public service of a higher standard than Great Britain and its Dominions. The criticism of a public department does not necessarily mean a challenge either of the ability and certainly never of the honesty of its members. There are public departments in every other country besides our own. An interesting but rather imaginative gentleman who waited upon me some little time ago, and afterwards was good enough to credit me in the public press with some of his own observations, pointed out that in his own country the bureaucracy was dominant, extremely capable, not, in his opinion, extremely efficient, but more powerful than ministers and parliaments. He pointed to his own country and certain other Continental countries as indicating what he called the rule of the bureaucracy. I told him then frankly that we saw something of that spirit even in our own country. We saw something of it in this country. But neither showed the state of things described by him. Our public departments were in much closer touch with our legislature, and not, as he suggested, sometimes almost in revolt against it. I mention the incident because it is partly the reason why I have made these preliminary remarks before coming to the question of the possible means we suggest for the consideration of the Secretary of State in regard to the Colonial Office. We make similar suggestions in our own country for every department. Possibly if we were associated with every public department in this country we should make it in all here. It is only because it is the Colonial Office with which we are directly connected and in respect to which we have a title to be heard, because its operations directly affect us that my observations are confined to it. I hope I have cleared away any possible misapprehension in this regard.

The Colonial Office has, apart from the very important relation of which it is the channel, not only the most extensive, but the most difficult task, that a department can be called upon to perform. The very ablest men of Great Britain, if they were public servants in this department, collected into this building, shut up in it, and left

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dependent upon what they read or hear to understand the conditions of the hundred and one forms of government and varieties of conditions under which the Crown Colonies and self-governing Colonies grow up, would be quite unable to cope with them. What is done in the Crown Colonies is done with officers of this department; that is to say, their whole services are composed of members of this department. They return here more or less frequently, certain of those now in this office having been employed in the Crown Colonies, and certain of those who were in this office having been sent to the Crown Colonies. By this means there is a certain interchange which keeps them in touch with one another, and most essential that touch is. But with regard to the self-governing Colonies, the only officer who does come and go is the chief officer of all, the Governor or Governor-General, as the case may be. His functions are of so general and of so serious a character that they are not numerous. He does not come into frequent relations with many of the departments of the government he administers, and looks down upon their working from an altitude which though advantageous, does not permit of the intimate acquaintance with them which Ministers necessarily gain; moreover, when he is transferred to another government, or even when he returns to this country, his services and knowledge appear to be employed to a comparatively limited extent. Consequently, we have at present an altogether insufficient means of touch between the Dominions which we specially represent and the officers in Downing Street with whom we are in continuous relation by correspondence. Most of the officers here are necessarily working for people who are living under conditions unknown to them. That is more true of tropical countries or those in which there are coloured races, but it applies to some extent to the great self-governing Dominions. We had one illustration here in relation to the Emigration Board, showing that even when they were dealing with our own people and our own circumstances, a most regrettable want of knowledge and a most distinct want of sympathy were displayed. I do not see how any effort on the part of able men here can suffice unless they are assisted by direct means of knowledge and of assimilation. The body politic would be unhealthy, and must remain unhealthy, as our own would if the circulation of its blood were impeded, and so must this office unless there is some continuous intercommunication of a personal character kept up. We have suggested in this resolution several means. We propose that men of experience in the outer Dominions might be selected to fill some vacancies that occur here. I do not know enough of your system of appointment and promotions in the public service in this country to judge how far that is practicable, such appointments when made might be extremely advantageous or, at all events, periodical visits of officers. The idea we had in temporary exchanges was that just as we are now sending our military officers to Canada, to South Africa, and to this country to complete their training as members of the military service here, while British officers come to us to gain colonial experience, there might be a similar advantage from an interchange of officials, of about the same salary and standing, so far as it could be arranged between this office and the Colonies. We have always some military officers away from Australia, gaining experience of service elsewhere. Why should not some of our civil officers be employed here, their places being taken in our country by the officers whose work here they would for the time being assume? By this means we should obtain

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in each office men who after being twelve months in the other country would have gradually absorbed a great deal of that knowledge which is necessary for the interpretation of despatches, especially on important subjects where they are affected either by local conditions or local situations. That is a method which would only involve something for travelling expenses. It would not be expensive, and might prove extremely valuable also to the men from the Dominions over the seas who were temporarily employed in this office. They would be able to inform us of those methods either for our adoption or to enable us to understand the communications that we received. Where this is not possible, we suggest that men of higher standing in the service, when they could be spared, should spend, say, six months in Canada, and then return here for a time, then give six months to South Africa, or some lesser period if that be too long. It need not necessarily be the same officer or officers. By this means a Minister might have the advantage and benefit of having at his elbow men who would be associated with the correspondence and communications relating to these particular Colonies and their constitutions who would be able at once to put him in relatively direct touch with them.

These are only mentioned as some of the means which might be adopted. Some means must be adopted. We feel that this Colonial Office not only has grown but will continue to grow. The population in its charge will multiply, its problems will increase in variety. There can be no corresponding increase in the number of Ministers or of Parliamentary Under Secretaries of State. More and more therefore must Ministers and Parliamentary Under Secretaries rely upon the permanent officials and more and more is it necessary that those officials should have the opportunity of personal acquaintance with the countries with regard to whose proposals they have so much to say. I am admitting that in Australia itself to understand either the temper of the people, the manner of working our political institutions, or the interpretation that is put upon our constitutional relations is a task of years. It is taking us a considerable time to know ourselves. We are not surprised to discover at this end of the world that because we use the same names as are employed in Great Britain, and often the same procedure, institutions of ours are supposed to be identical with yours, which when examined exhibit marked divergencies. I know no means by which that kind of knowledge can be acquired without personal knowledge.

Of course it would be highly advantageous if a certain number of recruits for the Colonial Office were obtained from time to time from young men born or brought up in Canada, South Africa, or other parts, provided they came at an age which allowed them time to become identified with the Colony. That is not a matter for me to dwell upon. If the Colonial Office is to continue to occupy its present relations to all these various Dominions it is perfectly certain that as its responsibilities increase its equipment must increase also, and in that new equipment a conspicuous place, we venture to suggest, should be given to men who speak from personal knowledge, and who deal with distant countries with whom they sympathise after making themselves familiar with the facts upon which they are called upon to advise.

It must be remembered that as years go on the number of the men in the Dominions who were born in Great Britain and are acquainted with its political and social conditions tends to diminish. Our fathers, of course, were Britons, most of them of full age before

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they entered either Canada, Australia, or South Africa; but our new generation, growing up under very different conditions from those which obtain in this country, has not that knowledge. It is only natural to expect therefore that they will take somewhat different roads, and that they not only will be less understood themselves, but will understand less what is really meant by many of the objects and procedures which are accepted as quite customary in this country.

I do not desire to labour the point. I have put it already in a number of different ways, and could put it in many more. It appears to me that, from our point of view at all events, a case is made out for laying before the Secretary of State for the Colonies the suggestion that some scheme for bringing his officers into direct touch with us should be adopted, and is indeed essential to secure efficiency.

Then there is the further set of circumstances hardly touched upon by that Resolution which relates to the Colonial Office. There remains to be mentioned the new Secretariat which we conceived as a kind of Imperial office, charged with knowledge of and responsibility for all the great self-governing Dominions, and concerned with the oversight of a great variety of Imperial interests. These might be concentrated in such a Secretariat, instead of being, as they now are, divided over several departments in this country, to which would be added other questions hardly yet associated. I do not propose to do more than recapitulate some of the more familiar. I do not know, my Lord, in shaping a departmental Secretariat, how far you will take this into your consideration; but I hope you will weigh the necessity of keeping our Dominions in closer touch with external questions that particularly affect them, even when they may not be coming forward for immediate treatment? I might mention the case of Alaska in regard to Canada, and the New Hebrides and Pacific interests in our case; and of Delagoa Bay in South Africa. These have arisen in the past. But it is easy to see, being wise after the event, how much better qualified the Empire would have been for consistent action in regard to those matters, if they had been objects of study before the crisis arose, or if, as and when the crisis arose, Canada, Australia, or South Africa, or all of them had been kept informed of the state of those problems and the difficulties that had to be encountered in settling them. I might develop these possibilities at great length, but the case appears to me to be plain enough as it stands. There are many matters still at issue of deep interest to Canada, for instance, or South Africa, upon which this office possesses or can obtain much knowledge, which would be of great value to Canada or South Africa as the case might be. Part of it would be confidential; but to have these problems kept in view, and to have them from time to time presented to us in their new phases, would save many possible misunderstandings, and enable proposals to be made from the Dominion affected which might often be useful to the Colonial Office.

The next suggestions were summarized a short time ago in an article by Mr. Drage in the "Fortnightly Review," in which he pointed out that a study of other colonial systems generally, first of all, and then in regard to a particular problem or problems might be of much use. He said that the French in Northern Africa, the Germans in Eastern Africa, and the United States in the Philippines were conducting a number of very interesting experiments. Some of those, it occurs to me, are climatic, and some relate to health. Those,

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I am aware, the Colonial Office has, to a considerable extent, dealt with, but others relate to their products and their methods of government, upon which valuable information could be found. Foreign blue books, it is said, are not laid as freely under contribution in this regard—the French, Germans, and Italians are mentioned in particular—as they might well be.

I omitted to mention that among the questions upon which, for instance, it would be a great gain if from time to time we were kept in touch with such proposals as were lately made, in regard to important action in Madeira, and similar tendencies elsewhere, portending to the acquisition of territory by other Powers. We have lately been brought face to face with ourselves, with our want of knowledge of Treaty obligations, of how far we are really bound as Dominions, and how far we have been committed. I am aware that steps are being taken to mitigate this. But that experience suggests other directions in which the same course can be followed with advantage. Of course, in trade affairs, there are a great variety of directions in which the article, to which I have referred, points out our needs. For instance, Mr. Drage says there is at present no common statistical method, no common statistical year, no annual report of the trade of the Empire, no common year book of the trade of the South African Customs Union, nor of the West Indies.

Dr. JAMESON: It is want of knowledge on his part.

Mr. DEAKIN: The article says "There is no common system, as "there should be, for India, the Straits Settlements and other "Asiatic Possessions." He mentions the Crown Colonies "apart "from India, an Empire of 2,678,330 square miles, a population of "over 36,000,000, a total trade of 180,000,000*l.* a year," which rather supports what I said about the burden which must rest upon your shoulders,—"and a revenue of 19,500,000*l.* sterling." He does say "even the statistics we have are difficult to understand, because it is "not customary to prefix a note explaining the system of valuation, "of registration, or origin of destination, inclusion and exclusion and "transit, trade, bullion, and specie, bunker coal, &c." These are details, but we are all occasionally driven to statistics to the sorrow of our hearers; and when we must be sure that we are measuring things which are properly comparable. These questions now go to the Board of Trade. If there had been a real secretariat it might have been desirable to consider whether, as imperial questions, they ought not to be either collected, or at all events collated, there. Industrial issues are matters of deep interest but are not so general as what are termed Chamber of Commerce questions. Legislation and its administration affecting commerce within the Empire are matters which, I venture to hope, the secretariat, even in this office, will take in charge. British merchants freely apply for information in regard to our changes in these matters, and so far as possible we supply it, but it is desirable that we should all be brought into line with changes of administration and, still more, of legislation. Copies of laws, regulations, and full explanations concerning them, might be forwarded from all the Dominions classified, and made complete, so as to serve all of us.

There are a great number of other matters which are referred to in this article, to which I need not call attention; but the general idea of the secretariat was that it should act very largely as an intelligence department for all the self-governing dominions and the

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mother country in relation to all other matters of common concern. The number of persons who seek for detailed and exact information of an Imperial range are not great, but they include the publicists of every dominion, and through our newspaper press, which freely avails itself of any such knowledge, it would filter through to the public. It is laid before Parliament, and affects to a certain extent legislation and administration.

Mr. Haldane's proposal for a General Staff and an exchange of officers is only another illustration of what is proposed here to be done on the civil side. With regard to officers, Mr. Haldane suggests that, to some extent at all events, his staff might be described as the brain of the army; so also we might have in this secretariat the brain of the empire so far as that operates here and within the self-governing Colonies.

The main aim of the secretariat is so well understood that it is not necessary to repeat and explain its ramifications. Its regular work will largely consist in giving effect to the resolutions arrived at in Conference and following up any action taken by His Majesty's Government in connection with such resolutions; but it also lies in the way of preparing for future Conferences, and responding to requests from the dominions in order that when they meet their members may find a fund of information ready to hand.

I have to acknowledge the fulness of the details supplied to us on this occasion, and believe it exceeds that of any other Conference which has ever met. In 1887, it is true, we had a great mass of material laid before us, because that was the first of all the Conferences, but a good deal came too late even then to be of much use. I regret to say the circumstances under which these sittings have been held have prevented me from making anything like the use I ought to have made, and would have been glad to have made, of the information supplied. If I may venture to look forward to future Conferences, in the interest of those who attend them, I think all here will advise that it is highly desirable that this information should be in their hands, or as much of it as can be, before they leave their homes, so that they may have an opportunity on the journey here, or if possible, before that, of discussing them with their colleagues, in order that they may do justice to that information, take full advantage of all that it offers, and prove their appreciation of it.

CHAIRMAN: The difficulty we have here is to know what the subjects are sometimes. This may, to some extent, meet it, but hitherto we did not know until a very late date what subjects were to be brought up. Another thing—and I meant to have brought it up at the Conference—is the difficulty of fixing the actual date. That postpones final arrangements very much, because we want the figures up to the latest possible date. I wish even now before you separate you could indicate in some way or consider among yourselves what sort of date in the year would be the most convenient for these Conferences.

Sir WILFRID LAURIER: It is difficult to agree, because the antipodes and the other regions vary so greatly in regard to the time when Parliaments meet.

Mr. DEAKIN: It is rather difficult, but I think we are all becoming converts to the conviction that we ought not to meet at a time when social obligations are numerous. I think we would also agree that we ought not to meet when the Imperial Parliament is

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sitting. To do so imposes an unfair strain on Ministers of departments, and, moreover, prejudices to some extent our proceedings here. Do what we will, or say what we will, we are interpreted as if we had some relation to political proceedings in this country. In addition to that the comments in the House of Commons and House of Lords here suggest that the proceedings of the Conference are being watched with somewhat similar ideas. It would be much better for both of us that when any future Conference is held here it should be at a time when Parliament is not sitting, when Ministers are disengaged, when departments are free, and social obligations are not enforced.

CHAIRMAN: It is rather difficult to say when Parliament will not be sitting, and, as to saying when a Minister is disengaged, I decline altogether.

Mr. DEAKIN: All Ministers are in the same position; it is with the greatest difficulty one can tear oneself away from one's responsibilities. When any criticisms of mine of the Colonial Office are being read it should be remembered that I have admitted how precisely the same criticisms apply not only to our own departments, but to ourselves as politicians. We are just as absorbed in our own affairs on that side of the world as you here are in yours. The great bulk of our affairs do not interest or attract you, and will not be brought before you, just as the great bulk of your affairs in this country have but a secondary interest for us. Our large common ground is admitted, but it is because we become so absorbed in local matters which have but a general relation to our common business that we so often fail to understand each other. I say nothing by way of criticism of the want of knowledge here that does not apply to ourselves. I make no distinction whatever, though of course we are better informed as to your politics than you are as to ours.

CHAIRMAN: The difficulty about the date is really between Canada and Australia. I do not know how to bring them together.

Mr. DEAKIN: What is the time of year when the Imperial Parliament is not sitting?

CHAIRMAN: Last year it sat 10 months out of 12. It was only up in August and September.

Sir WILFRID LAURIER: I am afraid there are a number of difficulties that cannot be overcome; our Parliament commences to sit in November, and sits during December and January.

Mr. DEAKIN: December and January are suggested; it is a very unpleasant time to arrive, but perhaps it would be free; apparently you are engaged at that time.

Sir WILFRID LAURIER: Yes, the best time would be what is summer here, June and July.

Mr. DEAKIN: That is when our Parliaments are in full swing.

Sir WILFRID LAURIER: You must put somebody to inconvenience whenever these Conferences are to take place.

CHAIRMAN: That is the difficulty.

Mr. DEAKIN: Yes, and it requires to be settled. That is one of the matters which, if the new Secretariat takes it in hand, they would be much better able to deal with than we are. Although this new Secretariat is to remain under the Colonial Office, may I hope that it is to fulfil one of the functions of the Imperial Secretariat,

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that of being a free channel of communication between the different Dominions and the United Kingdom on any matters which may be proposed by them or proper for inquiry and investigation, instead of sending direct to each other, as of course we do now. At all events, copies of all these communications should be registered in this Secretariat, in order that we may be kept in touch with them. A number of other matters may be taken up in a tentative way, whether they are pursued or not, as to which it seems desirable for any one of the Dominions to obtain the opinions of the other Dominions or of His Majesty's Government. Such occasions might not be frequent, but if the policy of the open door prevail it ought to encourage further Imperial co-operation.

I have trespassed quite enough on your patience or the patience of my colleagues, but this matter is of the gravest importance to us, and I cannot attempt to deal with it as it deserves in these last moments of the Conference. Every increase in the harmony that obtains between us and goes to establish the thorough understanding which we desire to see maintained between His Majesty's Government and our Governments is most valuable. We get that understanding almost wholly through the Colonial Office if we get it at all. Finally, any proposals we make for bringing this office into closer touch with ourselves are made in the common interest, not for merely selfish ends, but in the hope and belief, that it is possible to enable this vast Empire, dissevered by great distances, with its scattered populations absorbed in their own immediate interests and pursuits, to see all its members brought into line for closer co-operation with each other; this will be one means of accomplishing that great and most admirable end.

CHAIRMAN: I do not propose to follow Mr. Deakin through his very interesting statement, which he has kindly put more as an invitation to me to consider than anything else. There are one or two remarks I would like to make to clear up, as far as I can, any misunderstanding of my position. In the first place I am not quite sure I entirely follow yet the system of appointments which Mr. Deakin described as obtaining in Australia. But, of course, as far as this office is concerned, it is not a separate organisation all by itself; it is a part of the general Civil Service of the country, a civil service of which we are extremely proud. It is recruited from the Civil Service; the Civil Service itself being a competition open to men of high ability, and and among them,if I may say so, open to men from the Colonies too, if they choose to come forward. I should suppose that Rhodes' scholars might possibly come forward in the future, and increase the number of Colonials we may have in the Civil Service. That being the method in which this office is recruited and staffed, I fancy that it would be, perhaps, a little difficult to arrange exchanges on equal footings. I only think it might be so. At any rate, you must remember that this office, when you come to it apart from the Civil Service, is one with a very intricate organisation. We have, as Mr. Deakin has said, colonies in all parts of the world, and in all stages of development, and we have, therefore, to arrange a very complicated division of duties within the office. Hitherto the main scheme of the office was geographical. In the obligation which I undertook at the beginning of these sittings I practically accepted the position that, in future, at any rate, as far as the responsible governing

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Colonies are concerned, we depart from the geographical division and take the responsibly governed Colonies under one branch. That, I venture to think, may make even a fresh difficulty in the question of delegation as between offices and different parts of the world. It seems to me impossible for me to hold out any very large expectation in that respect. We have, I believe, already on occasions found opportunities of sending gentlemen to the Colonies for the occasional (Chairman.) services alluded to. That may occur again. But any large delegation, unless it was possible to arrange regular exchanges—and even perhaps in that case—must mean some increase in staff, which I am not at all sure it would be possible for me to contemplate, and certainly I could not contemplate it without consulting those in charge of the finances. I should like also to point out with regard to services in the responsibly governed Colonies that, without in any way demurring to the view which you expressed of the value of knowledge of localities and the conditions of the people and so on, at the same time as far as this office is concerned we deal in no way with the local administration. That is your own affair; you are autonomous in every respect. and it is the last thing you would wish us to interfere with. Therefore, the business which actually comes here from you depends more upon principles than upon local characteristics. I am not quite sure, I admit, that it is absolutely necessary for the performance of these duties that the men who are in charge of them should journey over the world—because they would have to journey over the world—as it is no use in a secretariat of this kind, their taking one colony only; they must exchange from one colony to another in order to qualify themselves in all. Indeed, I rather think that if you wish to push that principle to an effective point you ought to go a little higher and I am not quite sure that the people who, according to your principle, ought to exchange offices, would not be the Ministers. I do not say that I would exchange posts with my friend on the left; but, even there I might give you an instance to show how the thing actually works. There is one office in a dominion beyond the seas which is continually filled by politicians coming from political life in this country, and that is the Vice-Royalty of India; but it is curious that no officer of Viceroy of India has ever sat in the office on the other side of this quadrangle. I do not say it with any degree of complaint at all, and I can see reasons for it, but at the same time it is an illustration that in dealing with certain questions it is not absolutely necessary for a man to be chosen because of his knowledge of the place from which those questions come.

Mr. DEAKIN: I think we all feel—at all events, I feel, an immense gain from a Conference of this kind, simply because coming to this country even for so short a time we do get more in touch with political men and events about which we are reading every week of our lives. It is part of my duty and part of my interest to follow British politics and British affairs, but I have never come here (each of the three times) without getting a great deal of fresh light and removing a certain number of misunderstandings, with which my reading has left me. I feel the many advantages of such visits. I do not wish to occupy the position of a British Minister, but do realise that presence at these Conferences teaches me a great deal about this country which careful study has not brought me abreast of in Australia.

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CHAIRMAN: I agree. I was putting the point of the Minister essentially, because that is an exchange from a Ministerial position in this Office to a Ministerial position in the Colonies. But as to these Conferences and opportunities of intercourse, I think I said on more than one occasion I valued them extremely.

I only want to say this word more about the secretariat. I hope the Conference will be disposed to give me a little both of time and confidence in this matter. I have not undertaken this lightly, and I do not think it is a very light task I have unedrtaken. Therefore, it is that I do not wish to make any direct promises with regard to the subjects which Mr. Deakin has put before us. What I will do is, I will bear those things in mind, and I hope to make an organisation such as will at any rate decrease the chances of friction between this office and the Colonies.

I hope, from what Mr. Deakin has said, that I shall be met fully in that respect from the other side, because I think he has admitted not only to-day, but on other occasions, that he has found this office both capable and willing to meet the calls made upon it. I do think myself that if that was clearly, distinctly, and emphatically stated to others beyond the seas by men who could speak with the authority which he can, nothing would more tend to diminish friction and prevent a feeling of vexatious loss or anything of that kind than that taking place. We must look to you, Mr. Deakin, and to you fellow leaders across the seas to represent this Office and this Government as I think you really understand and believe it to be, as one thoroughly determined to do justice and to study, to secure, and protect the interests of those under its charge by every means which it is in our power to use. We have Imperial duties, and Imperial duties sometimes may make it less easy to show the entire sympathy which we should desire; but I think you will accept it from me that those occasions never come to us without our being determined to perform the duties they impose upon us with every intention to secure the interests of our fellow subjects across the seas. I hope you will excuse my having made that observation.

Mr. DEAKIN: If I had the Hansard of my Parliament here I could show you many occasions on which I have defended the action of this Office and this Government, in some cases when I did not at all agree with it. I doubt if you will find an instance on which I have criticised this Office there with the frankness I have shown here.

THANKS TO THE EARL OF ELGIN.

Sir WILFRID LAURIER: I have to propose a resolution. It is in recognition of the services rendered to us by Lord Elgin as Chairman, and I will move it: "The members of this Conference, repre-"senting the self-governing Colonies, desire, before they separate, "to convey to Lord Elgin their warm and sincere appreciation of the "manner in which he has presided over their deliberations, as well "as of the many courtesies which they have received from him; they "desire also to put on record the deep sense of gratitude which they "feel for the generous hospitality which has been extended to them "by the Government and people of the United Kindom."

Mr. DEAKIN: I have very great pleasure in seconding that.

Fifteenth Day. 11th May, 1907.

Thanks to the Earl of Elgin. (Mr. Deakin.)

Sir JOSEPH WARD: Lord Elgin, I wish to say I very heartily endorse the sentiments contained in the resolution, and I want to express my personal appreciation of the courtesy extended to me as the representattive of the Colony of New Zealand, both by yourself and your colleagues at this table, and the whole of your staff, and I hope I may have the opportunity in the future of seeing you all either out in New Zealand or else here. I go away with very great regret from London, and that regret has been deepened by the boundless hospitality and kindness which has been extended to me on all sides, which has made a great impression on my mind as showing the way in which the people of Old England treat their sons from the Colonies.

CHAIRMAN: I am much obliged, Sir Joseph Ward, for what you have said, and to Sir Wilfrid Laurier for the motion he has put. I should just like to say this: that I have had the ambition throughout this Conference of endeavouring to make the Conference work as I think it should work. I ventured to point out at the beginning of the Conference that we had laid before you papers, not merely Colonial Office papers, but papers prepared by all departments of His Majesty's Government. We have done more than that. We have had representatives of His Majesty's Government present at this Conference, and I find that no less than 12 have been present and taken part in the deliberations. Of course, I may take this credit to myself, that I had to arrange before the Conference met, and it was satisfactory to me to find that it was in accordance with the first resolution which this Conference passed, namely, that what they desired was that these Conferences should be conferences between Governments and Governments. That is the principle on which I endeavoured to arrange the Conference, and in which I think it has been carried out. Of course it does, in a sense, mean that the Secretary for the Colonies, if he is sitting in the chair, has not necessarily to argue the different points that come before the Conference. I do not know that he ever did do so. But at any rate, I have endeavoured to study the convenience of the members of the Conference, and I am very grateful to those who have said that they have found that I have done so. Somebody has to do that. I think the Secretary of State for the Colonies, under all the circumstances, is the proper person to do it; and I hope therefore that (looking into the history of these conferences) we may never in the future hear anything—I do not say in this room, but anywhere—of any question of a dictatorial Secretary of State for the Colonies who usurps the functions of the Government with which the representatives of the Colonies desire to confer.

I thank you very much for the kindness with which you have spoken of myself.

Mr. DEAKIN: Lord Elgin, I cannot imagine the severest critic of the proceedings of this Conference levelling any charge of dictatorial aggressiveness against you. I have no charge to make, except that of your having placed yourself and the whole of the resources of your office absolutely at the disposal of the representatives of the Colonies in the most considerate manner.

CHAIRMAN: I have only again to say good-bye to the members of the Conference and to express my grateful thanks to them for their uniform kindness to me during the proceedings.

The Conference then concluded.

REPORT

OF THE

ROYAL COMMISSION

ON THE

GRAIN TRADE OF CANADA

1906

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[No. 59—1908]

REPORT

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ROYAL COMMISSION ON THE GRAIN TRADE OF CANADA

1906

To the Right Honourable Sir Albert Henry George, Earl Grey, Viscount Howick, Baron Grey of Howick, in the County of Northumberland, in the Peerage of the United Kingdom and a Baronet, Knight Grand Cross of The Most Distinguished Order of Saint Michael and Saint George, etc., etc., Governor General of Canada, in Council.

We, His Majesty's Commissioners, appointed by Commission, dated July 26, A.D. 1906, to inquire into matters connected with the grain trade of Canada, beg leave to submit our report. The terms of reference, as contained in the order in council of July 19, 1906, are as follows:—

'To take into consideration all or any matters connected with the Grain Inspection Act and the Manitoba Grain Act; and in connection therewith shall have power to visit the grain growers, the elevators all over the wheat-growing region, the methods of handling the grain at the various stations, farmers' elevators, as well as companies' elevators, the distribution of cars, methods of the grain dealers in Winnipeg, Toronto and Montreal, and the system of government inspection and collection of fees, selection of grades and the methods of handling the grain at Fort William and Port Arthur, at the lake ports at Montreal, St. John and Halifax, and also the conditions existing as to the manner of handling the grain upon its arrival in England.'

We met in the city of Winnipeg, on August 23, 1906, for the purpose of considering the terms of the reference and determining upon our plans and procedure. As the farmers were in the midst of harvesting, we decided to leave the investigation of matters in the country until a more convenient time, and to consider first only those matters pertaining to the grain trade in Winnipeg and to the eastward.

We held our first public sitting in the city of Winnipeg, on August 29, 1906, and inquired into the manner of handling grain after its arrival in Winnipeg. This included an investigation into the operations of elevators in Winnipeg, the grain inspection department and the system of marketing grain to the eastward.

Proceeding to Fort William and Port Arthur, we inquired into the operation and status of the terminal elevators there, and then followed the course of the grain to the Georgian Bay and Lake Huron elevators, investigating the system of handling, binning, storing and weighing of the grain.

Sittings were held in Toronto, Kingston and Montreal, and after considering the marketing and handling of grain at those points, we returned to Winnipeg *via* Buffalo, Port Huron, Chicago, Minneapolis and Duluth, having conferences at those places with inspectors, weighmasters, elevator operators and other persons in the grain trade, for the purpose of comparing our system of handling grain with the systems in vogue in the United States. We wish here to acknowledge the many courtesies extended to us in these cities and to express our appreciation of the assistance afforded us.

During our eastern tour, we were in communication with the Grain Growers' Associations of Manitoba, Saskatchewan and Alberta with reference to places and dates of meetings in those provinces. The meetings were advertised through the public press, by circulars, and through the Grain Growers' Associations.

Between November 5 and November 19 we held sittings in Portage la Prairie, Brandon, Souris, Cypress River, Carman, Manitou and Deloraine, and returned to Winnipeg at the request of the Grain Growers' Associations of Manitoba and Saskatchewan, to hear evidence they wished to produce at that time relative to an alleged combine in restraint of trade of the Winnipeg Grain and Produce Exchange and the North West Grain Dealers' Association. The Grain Growers' Associations requested that they be permitted to retain counsel to appear on their behalf. This permission was granted, and a similar privilege was accorded to the Winnipeg Grain and Produce Exchange and the North West Grain Dealers' Association.

The hearing of this evidence occupied from Tuesday, November 20, to Saturday, November 25, and owing to appointments in the country already made, we left the taking of further evidence until our general investigation into the methods of the grain dealers, the Winnipeg Grain and Produce Exchange and the North West Grain Dealers' Association, which we purposed taking up on the completion of our sittings in the country.

On Monday, November 27, we continued our itinerary in the country, and held sittings in Manitoba at Hamiota, Neepawa and Dauphin, and in Alberta at Lacombe, Edmonton, Calgary, Claresholme, Macleod and Pincher Creek. At the special request of the Alberta producers, we went to Vancouver to inquire into the possibilities of development of a trade westward for Alberta grain, and the advisability of building a terminal elevator at Vancouver.

After adjourning over the Christmas and New Year's holidays, we held sittings in Saskatchewan at Moosomin, Indian Head, Regina, Moosejaw and Weyburn. We had intended holding sittings in Saskatoon and Prince Albert, but owing to the snow blockade on the railways, it was impossible for us to reach these places, and we returned to Winnipeg, but wrote asking that evidence be forwarded to us in the form of affidavits.

On our return to Winnipeg, we completed our investigation into the methods of the grain dealers, the Winnipeg Grain and Produce Exchange and the North West Grain Dealers' Association.

Recognizing the impossibility of completing our investigation and submitting a report before the closing of the last session of Parliament, we adjourned early in February until May before proceeding with our investigation on the eastern seaboard and in Great Britain.

On May 14 we met in Ottawa, and thence proceeded to New York, Boston and Portland. At these points we investigated the handling of Canadian grain under Canadian inspection, and also under seaboard inspection. We then proceeded to St. John and Halifax, and inquired into the handling of grain through the elevators of the Canadian Pacific Railway and the Intercolonial Railway. We sailed from Quebec for Liverpool on May 31.

In Great Britain we visited the following cities in the order named, and held conferences with the members of the Corn Trade Associations and millers: Liverpool, London, Bristol, Glasgow, Edinburgh, Leith, Hull, Manchester, Dublin, Belfast and Exeter.

The Corn Trade Associations, at our request, had been for several months previous to our visit, collecting type samples of cargo arrivals of Canadian grain of the crops of 1905-6 and 1906-7. These samples, which had been officially drawn and sealed, we examined carefully and compared with type and standard samples which we had taken with us, and also compared them with Canadian standard samples sent direct from the chief inspector's office in Winnipeg to the secretaries of the Corn Trade Associations. At all these places

we visited the markets where the grain was exhibited for sale, and had an opportunity of seeing the merchants' samples from all grain-exporting countries.

On our arrival in London we called upon the Canadian High Commissioner, Lord Strathcona, and received valuable assistance from him in the prosecution of our inquiry. We completed our work in Great Britain and Ireland at the Convention of the National Association of British and Irish Millers at Exeter, and adjourned to meet in Winnipeg, on August 26, for the compiling of our report. At every point we visited in Great Britain we were received very kindly by the members of the trade, and valuable assistance was given to us in the prosecution of our inquiry.

We do not propose to take up the matters to be dealt with in the order of our itinerary, but rather to follow the grain from its initial marketing to its ultimate destination.

Among the matters brought to our attention were: Improper weighing at country elevators; excessive dockage taken; returning of screenings to farmers at country elevators, and the allowance for screenings at terminals; special binning; car distribution; car shortage; complaints against the Inspection Department; the operation of elevators in Winnipeg, Fort William, Port Arthur and eastern ports; complaints regarding the inspection of grain at Montreal; complaints regarding the completion of contract in track wheat and consigned wheat; complaint that prices paid in the country were too low, and the spread between street and track prices too great.

Before proceeding to the consideration of these matters and grievances, we wish to refer briefly to the general grading system, which is the foundation of the grain trade of Canada. After inquiring carefully into the manner of doing business in this country, the United States and in Great Britain, and considering the methods under which grain imported from other countries is handled and sold on the British market, we have come to the conclusion that the grading system is the most suitable to our requirements. We think also it would be very unwise to alter the grades established, but owing to the ever increasing production of certain types of grain in the newer provinces, we suggest some new grades. These will be dealt with later in the report.

Weighing at Country Elevators.

A considerable number of complaints were laid before us of improper weighing at country elevators, and as a remedy it was suggested that government weigh-scales be installed at each buying point throughout the country. Feeling satisfied many of these complaints were well founded we have given this matter our serious consideration, and have come to the conclusion that any scheme of public or government weights would be impracticable. We cannot suggest any plan which will be just as between the elevator and the farmer to insure that the farmer will receive his proper weight, other than the rights which are now given him in the Grain Act, and the protection he has under the law as to weights and measures. We think, however, when the warehouse commissioner has investigated a complaint, as provided for in section 37 of the Grain Act, and found the complaint and charge therein contained, or any part thereof, true, he should be given power to direct the owner of such elevator to make proper redress to the person injured, and to order the discharge of the offending operator. (See Appendix A, Amendment No. 12.)

Dockage.

Many of the producers market grain without being cleaned on the farm, and when weighed at the country elevator an amount is taken off the gross weight to allow for cleaning of the grain to the grade at which it is sold by the farmer to the elevator operator. Besides this dockage it is customary to take off the odd pound to the bushel and half bushel in weighing the wagon loads, for the protection of the elevator in handling the grain. Considerable testimony was given before us, generally, as to the dockage taken being excessive, but it was difficult to procure direct and conclusive evidence. We had evidence and statements presented to us by the elevator companies in Winnipeg, showing their losses and gains

in both weights and grades. They contend that weights and grades cannot be separated when considering the question of dockage, because at times they give a high grade price and take heavy dockage, while at other times they give a low grade price and take a light dockage. In the first case they at times sell the grain at the gross weight without dockage at a rejected grade price, and in the second case they sell the grain at a regular grade price with the dockage assessed by the inspector to clean it to grade. With the large quantity bought and sold in this way, which is on the increase, it is impossible from these statements and the evidence to arrive at the actual overage or shortage in the country elevator. In this connection, and in connection with our remarks on the grading system, we wish to draw attention to the fact that the percentage of grain inspected rejected for dirt in the crop of 1905 was four per cent, and in the crop of 1906 seven per cent, an increase of three per cent. The statements submitted by the elevator companies show, in almost every case, a surplus in weight but a loss in grades, as explained in the foregoing paragraph, and show in the majority of cases a net loss to the company in weights and grades at the purchase price. The statements of the elevator companies include shrinkage and leakage in transit from the country elevators to the terminals, and the sixty pounds per car that is deducted from every car going into the terminal elevators for the protection of the terminals in handling, make it still more difficult to arrive at a fair comparison. We cannot suggest any further protection to the farmer in marketing his grain at the country elevator than he has in section 36 of The Manitoba Grain Act, and our amendments in Appendix A.

Disposition of Screenings.

In considering the question of the disposition of screenings from the grain as delivered from the farms, we find that at such elevators where cleaning machines are installed many of the farmers are in the habit of taking home screenings cleaned from their own grain, and where the grain is shipped in its unclean state to Fort William and Port Arthur the screenings that are taken out there seem to be disposed of without any regard to the district to which they are shipped. Generally we find great carelessness exhibited in the handling of foul seeds, both in the screenings and the grain, and we wish to draw attention to the tremendous increase in the quantity of foul weeds being grown in the provinces of the west, and the possibility of spreading this growth to Ontario. From Fort William and Port Arthur, we find that screenings (made up largely of domestic grain screenings, but containing a large quantity of foul seeds) are shipped to different points in Ontario. The question of the disposition of these seeds of course is in the hands of the provincial governments, and we presume, therefore, that we are not in a position to recommend any regulations controlling the disposition of same, but we think it a matter that should be dealt with vigorously. Any legislation with regard to the handling or disposition of screenings should be in the direction of discouraging the growth of weeds upon the farm, and, therefore, we do not feel inclined to suggest anything in the line of requests made of us in the country to have the elevators at Fort William and Port Arthur return to the shippers of grain value for noxious weed screenings taken from their grain in the ordinary course of cleaning, but we have deemed it wise to recommend compensating the shipper for domestic grain screenings.

We are suggesting amendments providing for the assessing of the percentage of dirt in all grain passing through the inspection department, and in one of these suggested amendments we are making provision for marking upon the inspection certificate the percentage of domestic grain contained in the cars inspected, and in another amendment for the allowance of the value of said grain by the terminal elevators to the shipper. (See Appendix A No. 2 and Appendix B No. 10.)

Special Binning.

We have had complaints of loss by the farmers owing to the alleged substitution of and mixing grains with that which was special binned. To prevent this practice, we are suggesting an amendment providing for the keeping of samples of all such special binned grain. (See Appendix A No. 7, 31, 4 A and B.)

Interior Storage.

As a suggested relief to the car shortage in the country, a proposition was made by the Grain Growers' Associations and individual farmers that the government should build and operate at certain convenient points, large interior storage elevators having facilities similar to those in the terminal elevators at Fort William, so that the grain might be shipped to them from shipping points throughout the country in the cars that were available and by reason of the fact that the haul would be very short, the cars could return quickly to the country again for another load, in this way moving from two to four times the amount of grain from the country shipping point that they would if going on the long haul direct to Fort William. Another argument advanced in favour of these elevators was the fact that farmers and others shipping to them would get official weights and grades and be able to sell in the elevator or raise money on the grain.

We believe that this plan is not practicable for the following reasons:

1. It would entail extra expense of handling, the payment of stop-over charges to the railways, and the expense of inspectors and weighmen.

2. Extra loss to the grain in handling and re-handling.

3. These elevators must of necessity be very substantial and costly, and when the time comes that the railways are in a position to supply sufficient cars to carry a reasonable proportion of each season's crop, these interior storage elevators would be useless.

4. In evidence received from the grain merchants and elevator operators, they claimed they would not store grain in these interior houses because it would not be available for market requirements, and on the opening of navigation, it would still have to be forwarded to the head of the lakes.

5. But the great objection to this scheme is the difficulty of getting shippers to send their grain to these elevators. For them to be of any value the grain would have to be kept in store until at least the first of April, otherwise they would not be any relief to the car situation. To obtain supplies for these elevators, it would be necessary to take an arbitrary course with the shippers of grain and compel them to ship to the interior storage elevators. Any shipper of grain who would get a car through the order book in the usual course, would naturally want to ship his grain to Fort William, so that he might sell it at track price of the day, which, in ordinary years, would be from three to five cents a bushel more than it would be worth in the interior storage elevator.

Flag Stations.

We find that a large number of the grain shipping points in Manitoba, Saskatchewan and Alberta are not supplied with agents to receive shipments, seal the cars and receipt bills of lading for them. In our opinion many of these points ship a sufficient amount of grain to warrant the railroads in placing an agent or some suitable person at these points at least during the busy season. The shippers are inconvenienced by the lack of any one in authority, and we suggest that at all places where over fifty thousand bushels of grain are shipped, the railroads should appoint some suitable person from September 15 to January 15 as per amendment. (See Appendix A No. 20.)

Track Prices and Street Prices.

We find that in buying grain in the country there are two prices paid, the first is that which is paid the farmer after the grain is loaded on the car, settlement being made upon Winnipeg inspection and Fort William weights. This price is termed 'track price,' and is based upon the spot cash price of grain at Fort William. The other is that which is paid the farmer load by load as he delivers it into the country elevator, settlement being made on the elevator operator's grading, weights and dockage. This price is called 'street price,' and is based largely upon the possibility of getting grain shipped forward to Fort William. Where there is no car shortage, the price is based upon the Fort William cash price, less

the cost of handling through the country elevator. When there is a car shortage the street price is based upon the quotation for future delivery as arrived at in the Winnipeg market, such future delivery price being based upon the price of the month in which, in the judgment of the elevator company, the grain can be got forward. The farmer complains very strongly of the spread between street and track prices and points to the fact that there is no local competitive bidding, but a uniformity in price for either street or track grain, and takes this as evidence of a combine amongst the grain dealers in Winnipeg. We wish to point out that there is practically no relation between street price and track price in time of a car shortage, from the fact that track price is paid only for grain after it is loaded on the car, when it then becomes spot or cash grain, while the street price, owing to the car shortage, is of necessity based on the price for future delivery allowing for all carrying charges and expenses until cars are available. We find the spread between these two prices is largely dependent upon the car supply. Where there is an ample supply of cars, the spread is reduced to the cost of handling the grain by the elevator plus a profit, but at stations where there is a very poor supply of cars, we find this spread runs up as high as eight and nine cents per bushel. We will further discuss these prices under the head 'The Winnipeg Grain and Produce Exchange and The North West Grain Dealers' Association.'

Car Shortage and Car Distribution.

As our inquiry in the country proceeded, it became apparent that the troubles that the farmers complained of, and also those complained of by the elevator companies, could be overcome by a plentiful supply of cars. A farmer dissatisfied with selling or shipping his grain through a country elevator could, with a plentiful supply of cars, load and ship direct to Fort William. Furthermore, as we have already explained, with a plentiful supply of cars, an elevator operator would be able to pay the farmer a higher price for the grain sold on the street.

In a time of car shortage to be able to get grain on the track is a considerable advantage to the shipper. To show the value of cars during the shipping season when there is a car shortage, a thousand bushels of wheat in a car is worth to a farmer or an elevator operator from forty to eighty dollars more than the value of the same quantity of wheat calculated at the street price.

Realizing the importance of the relation of the car supply to the grain trade we made an interim report last December as follows:—

'To His Excellency

'The Governor General in Council.

'His Majesty's Commissioners appointed to investigate the Grain Trade of Canada, beg to make an interim report respecting one condition which is very seriously affecting the trade at the present time.

'We find after careful inquiry that the railway companies have not been supplying sufficient cars to move a reasonable portion of the western crop before the close of navigation on the Great Lakes this season, nor for the past few years, and this condition does not appear to be improving, but on the contrary is becoming more aggravated from year to year.

'We find that last year 32,141 carloads of grain were inspected during the months of September, October and November, 1905, and for the same period in 1906 only 31,486 cars, notwithstanding the fact that the harvest of 1906 was at least two weeks earlier than in 1905. We also find that there has been a most decided car shortage this year right from the commencement of the season, and the shortage was very acute before any considerable quantities of coal for domestic purposes commenced to be moved, so that we are of the opinion that the contention of the railway companies to the effect that they were obliged to cope with exceptional conditions in the coal trade does not explain the shortage of cars in the grain trade this year.

'We find that the price paid for grain to the producer varies in the country markets to a considerable extent, according to the car supply at point of purchase. The car shortage has thus been the source of a heavy loss to the grain producers in Western Canada this year, and a serious detriment to the trade generally.

'We would, therefore, respectfully recommend that some steps be taken to have the supply of cars on the railways greatly increased at as early a date as possible, as, in our opinion, the very rapid development of the grain growing industry in Western Canada will result in the car shortage becoming more and more pronounced unless some steps be taken at once to relieve the present condition and to anticipate the production of the vast areas of new lands that are being rapidly brought under cultivation.

'We further find that the cars that are being supplied are not being distributed equitably among the various country points, the points having competing railway lines receiving as a rule an adequate supply, while the points having only one line of railway, which points are very much in majority, receive a very inadequate supply. This state of affairs results in the farmer living near a competing railway point receiving several cents per bushel more for his grain than one obliged to market his product at a non-competing point, having the same freight rate.

'We would, therefore, respectfully recommend legislation providing for reciprocal demurrage (that is to say, that after a reasonable time from the ordering of a car, the railways be chargeable with demurrage until the car be furnished) and such other legislation as will ensure an equitable distribution of cars.

'All of which is respectfully submitted.

'Dated at Vancouver, B.C., this 21st day of December, 1906.'

In our interim report we say we find that the cars are not being distributed equitably among the various country points. To overcome this we would suggest an amendment to The Manitoba Grain Act, giving the warehouse commissioner power to direct the railways to make a more equitable distribution where he finds it necessary. (See Appendix A, Amendment No. 23.)

Order Book.

At many stations the provisions of The Manitoba Grain Act for the distribution of cars through the order book have been grossly violated to the prejudice of both farmers and elevators, in the placing of fictitious names upon the order book, and the transferring of rights in cars from one individual to another. To overcome these violations we propose amendments to the Act providing for the deposit with the railway agent of a fee of two dollars with every application for a car, either through the shipper himself or his qualified agent. We provide for the filling in of such order book by the agent himself in ink, and the issuing of a receipt to the applicant or his agent for the fee of two dollars paid. (See Appendix A, No. 15, 16 and 18 Amendments to section 58, subsection 2*a*, the second and third paragraphs of subsection 4 and subsection 9.)

To carry out these provisions we suggest that the warehouse commissioner direct the railways to use an order book of the form shown in Appendix D.

We also suggest provisions for the summary conviction before a justice of the peace, of any party or parties who violate the provisions of the Act covering the ordering of cars through the car order book, and we indicate what are violations of the Act. (See Appendix A No. 17, subsection 5 of section 58.)

We find that after the close of navigation during the winter season there are a number of cars shipped all rail from the country direct to the St. John elevators, and as a number of these cars are shipped by farmers who have made sale upon the basis of Fort William outturns there is a very serious delay and cause of complaint owing to the time it takes for the car to reach St. John, the possible heavy leakage in transit, and the fact that the cars are not weighed out by a government weighmaster at St. John. There are no proper cleaning facilities at the port of St. John, and we found at that elevator, regular grade grain carry

ing dockage was binned with regular grade cleaned grain, which is contrary to the provisions of the Grain Inspection Act. To overcome this we suggest that no grain shall leave the Manitoba Inspection Division without being officially weighed, and cleaned, if necessary, at a public terminal elevator. (See Appendix A, No. 24.)

We find that there is no provision for the protection of a farmer in case of the cash purchase ticket issued to him by an elevator operator for a load or loads of wheat being dishonoured by the paying agent. We therefore suggest an amendment to the Grain Act calling for the exchange of his cash purchase ticket for a storage ticket in case of failure to redeem such cash purchase ticket within twenty-four hours after it is issued. (See Appendix A, No. 7.)

It is the custom of some country elevator operators to issue one cash purchase ticket or storage receipt for several loads of grain instead of issuing a separate ticket or receipt for each individual load, which seems to be the intention of the Act at present. This custom leads to many disputes between the seller and the buyer of grain. We would suggest, therefore, making it compulsory for the country elevator operator to issue a cash ticket or storage receipt for each and every load of grain as received by him at his elevator. (See Appendix A, No. 7.)

Referring to the privilege of the elevator operator to ship stored or special binned grain to a terminal elevator, we find that at the present time the elevator operator is not required to give notice to the owner of the grain until after the shipment. This in many cases proves a hardship to the owner, and we would suggest, therefore, that notice be given before such shipment. (See Appendix A, No. 8.)

We had several complaints in the country that elevator companies, after receiving instructions from the owner to ship stored or special binned grain, shipped such grain in the name of the elevator company and retained the bill of lading, and in some cases disposed of the grain. The excuse for this was that the owner of the grain had not surrendered his storage receipts and paid all charges that had accrued against the grain. As the provisions of the Act now call for the surrender of all storage receipts it is reasonable that the elevator company should in case of shipment of grain without such surrender and payment of charges, retain possession of the bill after the grain is shipped, but it is unreasonable that they should dispose of the grain without the consent of the owner. We therefore suggest an amendment providing for the holding of the bill of lading representing any stored or special binned grain shipped upon the demand of the owner until such time as the storage receipts have been surrendered and all lawful charges paid, and making provision that the elevator company shall not dispose of such bill of lading without the consent of the owner of the grain, and also making provision for the bill of lading covering such grain to be made out in all cases in the name of the owner. (See Appendix A, No. 10.)

To provide for the settlement of disputes as to grade of stored grain between the elevator operator and the farmer, we have suggested amendments to section 36 of The Grain Act, and have included in this clause provision for the settlement of disputes as to both grade and dockage on grain sold by the farmer to the elevator, as now provided for by section 82 of the Inspection Act, which we suggest repealing. (See Appendix A, No. 11.)

To provide for the right of a shipper to order a car or cars of sizes according to his requirements, and for the retaining of his priority on the order book in case cars of other dimensions are tendered him, we suggest an amendment to section 58. (See Appendix A, No. 15.)

It has been necessary in a number of instances for the warehouse commissioner to order cars contrary to the provisions of the Grain Act to elevators which were in danger of collapse or in which the grain was heating. We understand that the action of the warehouse commissioner in these cases has been confirmed by the Department. We think that he should have the power to so order cars, and suggest an amendment for that purpose. (See Appendix A, No. 21.)

We notice that subsection 7 of section 26 of The Manitoba Grain Act, 1900, has been made section 40 of chapter 83 of the Revised Statutes, 1902, and that the word 'section' in the first line of subsection 7 has been changed in section 40 of the Revised Statutes to 'Act.' It is possible to construe section 40 of the Revised Statutes to permit special binning of any

kind of grain in terminal elevators, while it is clearly the intention of The Manitoba Grain Act to prohibit such special binning in these elevators. Subsection 7 of section 26 of The Manitoba Grain Act, 1900, speaks of the special binning of damaged grain, as permitted under that section. We urge that section 40 of the Revised Statutes be restored to its original connection; and further, would recommend that the following words be struck out, 'when such storage in a special bin has been agreed upon between the parties.'

Inspection Act.

We find considerable uncertainty among the farmers of the west as to whether the word 'red' in describing the varieties of spring wheat refers to the colour or the variety, or to both. This uncertainty arises from the fact that in some years and on some lands the genuine Red Fife becomes mottled or loses its red colour. When this occurs, not only the colour of the bran is changed but the colour of the interior of the berry, and of necessity the nature of the grain for flour making purposes will be changed to a certain extent. It is quite clear to us that it was the intention of the framers of this Act in defining the grades of red Manitoba spring wheats to include in the percentage demanded of hard red wheat, only that variety known as Red Fife, and only such wheat of that variety as was true to its type—that is, of a pure red colour and hard. To keep our grades of wheat up to their present standard of quality for milling purposes, we think it would be very unwise to permit any grain to go into these grades that would not come up to what was evidently intended; and to make it clear to the farmers and the trade in general, and to the Inspection Department, we suggest adding a clause to the interpretation section of the Grain Inspection Act defining what is meant by the words 'hard red Fife' in section 89. (See Appendix B, No. 1.)

In our consideration of the grain standards board we find that they have no power to set commercial grades for oats. Whatever may have been the reason in the past for excluding oats from the jurisdiction of the standards board we can see no reason for this to-day. It would be an advantage to the trade and the producer to have commercial grades for oats in off seasons, and it would make our grading system complete. Therefore, we recommend that the standards board be empowered to fix commercial grades for oats whenever necessary. (See Appendix B. No. 3).

We have a complaint from the inspection department that the railway does not give them sufficient time in which to sample cars stopped at Winnipeg for inspection. It is absolutely necessary for the proper sampling of the grain that the inspector have power to hold cars in the railway yards until such time as they are satisfactorily sampled. We therefore recommend amending section 75 of the Grain Inspection Act to cover this. (See Appendix B. No. 4).

In Alberta requests were made for new grades to cover white winter wheat now being grown there and white oats of an exceptionally high quality. The production of these grains is increasing in such quantities that we believe we are warranted in suggesting new grades to cover them, and there is no doubt that the trade is looking for such grains. The white winter wheat grown in Alberta seems to have peculiar qualities suitable for all kinds of biscuit making. We suggest three grades for Alberta white winter wheat and one grade for No. 1 Alberta oats. (See Appendix B. No.'s 11 and 12).

Grade for Bleached Wheat.

Many complaints were made in the country that wheat slightly affected by weather conditions is excluded from the grade to which in the opinion of the farmer it rightly belongs. The wheat referred to is that which has received one or more showers of rain while standing in the stook and in the wetting and drying process has become bleached to some extent. There are degrees of bleaching but the contention of the farmer refers particularly to a slight bleaching, which, he contends, affects the skin of the berry only. This complaint also applies to wheat that has been threshed in a slightly damp condition and immediately shipped to the market.

Scientific tests of this type of bleached wheat were laid before us, but as the manner of taking the samples was not satisfactory to us we had samples drawn and sent to a laboratory for tests as to flour making and baking qualities. From these tests we are led to believe that the slightly bleached samples were quite as good as those that were not bleached Notwithstanding that the test would indicate that this slightly bleached wheat is as good as the unbleached, we think it would be very unwise to permit it to be graded into the grade that it would otherwise have gone.

Regarding slightly tough and damp wheat it is practically in the same condition as bleached wheat before being dried out in the stook. This wheat, which is usually bright in colour, is dried by artificial means, and when dried will be similar to the bleached wheat, and the same reasons may be given for not permitting it to go into the regular grade. As there are considerable quantities of these two kinds of grain nearly every year we suggest making a new grade to be known as No. 1 Manitoba bleached, for the purpose of taking care of these two kinds of wheat. (See Appendix B. No. 13).

Varieties of Spring Wheat other than Red Fife.

There are red varieties of spring wheat other than Red Fife being grown, and while the grades as defined in the Grain Inspection Act call for Red Fife wheat only the Inspector has been in his discretion grading these red varieties into one northern and lower grades. We have drawn an amendment to permit of this being done. (See Appendix B. No. 14).

Grain Standards Board.

We were asked to recommend that the present grain standards board be abolished and a permanent salaried board established. In our opinion the present standards board is sufficient for all the purposes for which it was appointed, and therefore, do not see any reason for acceding to this request. We find, however, there is only one person from Alberta a member of the grain standards board, and considering the large increase in production of grain in that province, and the possibility of further increase, we respectfully recommend the appointment of another person from Alberta to membership on the board.

Survey Board.

We also received several suggestions for the establishment of a permanent salaried survey board for the Manitoba Inspection Division, such suggestions no doubt arising from dissatisfaction with or lack of confidence in the present system. We have inquired into the working of the survey board in Winnipeg, as well as the survey boards of Minneapolis and Duluth, and have come to the conclusion that our present system of survey is efficient and suitable to the requirements. The dissatisfaction expressed in the country in our opinion is not warranted. We would, however, suggest an amendment to section 81 of the Grain Inspection Act making it clear that the owner or possessor of the grain may have a fresh sample drawn by the Inspection Department on which re-inspection or survey shall be made. (See Appendix B. No. 8).

Sample Market.

We have had requests from both farmers and grain dealers for the establishment of a sample market for grain in Winnipeg. The argument is that the price of each grade is based on the lowest quality of that grade. This argument is not based on fact. The price of any grain is based upon the resulting average sample of all cars of each grade as they pass through the inspector's hands, and where the car of the highest quality loses, the car of the poorest quality gains.

The advantages from handling regular grade wheat on sample would be so small that the disadvantages arising therefrom would greatly outweigh them; but we recognize the

fact that there are advantages, particularly to the producers, in the selling of their low grade grain, such as bleached, damp wheats, and wheats rejected for different causes, and oats and barley, but a sample market at Winnipeg would create such confusion in our present grading and inspection system that we do not feel justified in recommending it. We would, however, refer to our amendments (Appendix B. No. 13) where we have made a new grade for certain types of bleached and damp grain, and the provision for the assessing of dockage on all grain rejected for foreign matter. (Appendix B. No. 10).

The most serious objection to a sample market in Winnipeg, which of course would have to be run in conjunction with our inspection system, is the fact that it would entail mixing in practically every grade. It seems to be the opinion of the majority of the producers, the grain dealers and the millers, that our present grading and inspection system should be retained in its entirety. This system requires the transportation and binning of grain according to the grade set upon it by the original inspection. We point to the fact that this system grew out of a system of mixing, and in our opinion the conditions do not warrant returning to the former state of affairs.

The Minneapolis market is cited to show the advantages of a sample market. While there we inquired into the working out of the sample market, and found that practically the only advantage derived is from the fact that the mills situated at this market centre are of such capacity that they consume nearly all the wheat consigned to Minneapolis, these mills not having lines of country elevators through which to buy their own supplies. A sample market in Winnipeg will come naturally when we have a sufficiently large milling capacity either at Winnipeg or Fort William to take care of practically all the wheat that will be sold on sample.

In connection with this matter we have to take into consideration the effect that a sample market would have on the car supply. We found that in the handling of cars on sample in Minneapolis they were delayed anywhere from twenty-four to forty-eight hours. While it does not follow that all cars passing through Winnipeg would be held this length of time, still the number that would be held, and the time occupied in the cutting out and switching of these cars, would be very a serious matter, and in these times where the country seems to be up in arms because of the short supply of cars from the railways, it would be very unwise to do anything that would accentuate this shortage.

Inspection Department.

We inquired into the working of the Inspection Department in all its branches, and followed the grain through from Winnipeg to the eastern markets and to Great Britain. We found generally speaking the working of the Inspection Department was satisfactory. It is due to Chief Inspector Horn that we should say he commands, and deservedly so, the respect and confidence of all, from the farmer in Western Canada to the miller in Great Britain, and also of the trade in the United States. Considering the many thousands of cars that pass through the hands of the Inspection Department from the Manitoba Division the number of complaints as to the grading of the grain is remarkably small. We find the only important complaint against our inspection is a complaint of an excessive quantity of dirt in the shape of foreign seeds found in the grain after it is shipped from Fort William. This matter we investigated in Ontario and Great Britain, and feel from our inspection of arrivals that this complaint is well founded. We found arrivals of grain at the bay ports containing too great a quantity of foreign seeds, as well as grain coming from the bay port elevators by rail. The same is true of arrivals in Great Britain. The causes of this, in our opinion, are as follows:

1st. The lack of proper cleaning machinery in Fort William and Port Arthur;

2nd. The manner of taking the sample of the grain as it runs from the spout into the hold of the vessel does not necessarily give a true sample;

3rd. The lack of supervision of the channels of transportation eastward from Fort William and Port Arthur.

To remedy this we suggest, as mentioned under the heading "Terminal Elevators," the placing of the cleaning and binning at Fort William and Port Arthur terminal elevators

under the control of the Inspection Department. To complete the system of supervision for the protection of grain as inspected by the Inspection Department it will be necessary to institute a plan of supervision of grain through the elevators handling the grain to the eastward. We have suggested inserting in the Manitoba Grain Act, under the head of "Eastern Transfer Elevators," sections 28*a* to 28*h*, inclusive, as contained in Appendix A. No. 6.

Ontario Inspection.

We had no serious complaint in the eastern inspection division to the working of the Inspection Department there, but found some of the inspectors did not seem to understand that they were not permitted under any circumstances to issue a certificate for Manitoba grain.

We would further say, from the number of complaints received from the grain trade in Great Britain it would appear that the grading of American maize in Montreal has not the confidence of the British importer and grain merchant.

Commission Merchants.

Complaints were made to us in the country regarding the handling of cars of consigned grain by commission merchants in Winnipeg, the complaint being that the consignee did not receive a complete report of the disposition of consignments. We think it would be wise to require all commission merchants when handling consignments to report to the consignee on a prescribed form the date of sale, the quantity sold, and the name of the purchaser, and the price received therefor. To carry out this suggestion we are recommending an addition to section 43 of the Manitoba Grain Act. (See Appendix A. No. 14).

The Winnipeg Grain and Produce Exchange and The North West Grain Dealers' Association.

As mentioned at the commencement of this report, we inquired into the methods of the grain dealers of the Winnipeg Grain and Produce Exchange and of the North West Grain Dealers' Association. Since that time indictments have been laid against individual members of the two associations charging conspiracy under Section 498 of the Criminal Code. Although this matter has been the subject of judicial inquiry and is still before the courts, we propose discussing those matters which we think worthy of notice in connection with the Winnipeg Grain and Produce Exchange and the North West Grain Dealers' Association.

Winnipeg Grain and Produce Exchange.

The Winnipeg Grain Exchange is a non-trading body which provides facilities for its members in doing business and makes by-laws and regulations for the systematizing of trade amongst its members. It provides a public trading room in which its members buy and sell grain. The prices at which transactions are made are officially posted on a blackboard by a man provided by the Exchange. These prices we find are made in open competition, and are beyond doubt the full value of the grain as based on the world's markets.

The work of the Grain Exchange in establishing and systematizing a market in Winnipeg for the handling of the crops of the West has been a great benefit to the country. The restrictions placed upon its members in providing for the fulfilment of contracts, the establishment of a clearing house in which contracts are protected day by day give the banks the necessary confidence and surety in advancing money to the trade with which to handle the crop. This has brought the producer much nearer to the consumer than he at one time was and no doubt is of great financial benefit to him.

In considering the by-laws of the Grain Exchange for the regulation of the trade we think it is necessary to refer to by-law 19. Rule 1 of this by-law fixes a rate of one cent per

bushel commission to be charged by members of the Exchange for receiving, selling and accounting for carloads of wheat, barley, oats and flax. There is nothing in the evidence to indicate that this rate of one cent per bushel on heavy grain such as wheat is unreasonable, but in our opinion one cent per bushel on light grain such as oats is too high. As the unit of the trade is a carload, the earnings of the commission man on a car of oats, which costs no more to handle and is usually of less value than a carload of wheat, are from eighty to one hundred per cent more than on a car of wheat. We are pleased to see in the public press that at the last Annual Meeting of the Winnipeg Grain and Produce Exchange the President recommended a reduction from one cent to one-half cent per bushel on oats, and we trust that this recommendation will be put into force. Reasonable commission rates we think would be not more than one cent for wheat, three-quarter cents for barley and one-half cent for oats.

Rule 4 of by-law 19 is as follows:—

"Any member charged with violating or offering to violate the rule relating to the established rates of commission, either by direct charging of less than such rates, or rebating any portion of same, or by purchasing grain consigned to him for sale, or by purchasing or offering to purchase on track at outside stations where such purchase is made, at such prices as would show less margin than the established rate of commission, or by making or reporting any false or fictitious sales or purchases, or by assuming or rebating any of the charges which are incurred in the handling of consigned grain, or by the payment of any amount per car, or by operating on a joint account basis with any person, firm or corporation not a member of the Exchange (unless such person, firm or corporation shall have been first recognized by a resolution of the Council in accordance with Section 9 of by-law 3) without charging and enforcing the payment of full commission rates on the interest of such person, firm or corporation in any transaction operated by said member, or by giving any other consideration to any party or parties whatsoever, to influence or procure shipments or consignments of grain to any member or members of this Exchange (the object of this being to prevent the demoralization of the trade resulting from the giving, either directly or indirectly, of compensations to station agents, elevator agents, bankers, merchants or parties engaged in any other business, at any locality whatsoever, to influence shipments or consignments of grain, but does not prevent the regular employment by members of this Exchange of legitimate travelling men) unless such parties are regularly engaged from month to month at a regular salary of not less than $50.00 per month, provided that such engagement shall not be compulsory until on and after January 1, 1907, or by resorting to any method of account, shift or device whatsoever, wherein its purpose or effect is contrary to the faithful observances of and strict adherence to the established rates of commission shall when such charge is made in writing to the Complaint Committee, and on such complaint being thought proper by such committee, be summoned to appear before the Council, and if, upon investigation by them, the member accused shall by a vote of not less than two-thirds of the members present, be found guilty of such offence, then the said member shall for the first offence pay a fine of not more than five hundred dollars($500) according to the discretion of the Council, and for the second or any subsequent offence shall pay a fine of not more than one thousand dollars ($1,000) according to the discretion of the Council and a failure to pay any fine on written demand of the Secretary shall constitute a violation of the by-laws of the Exchange, and subject such member to all the penalties and disabilities incident to such a violation; and in addition to such fines for such first or subsequent offence the Council may, by a majority vote of the members present, censure or suspend such member; and for a third, or any subsequent offence, the Council may recommend to the Exchange for expulsion such member, provided that the Council may in its discretion, by a majority vote of the members present, for such first or second offence recommend for expulsion the said member, in which event he shall not be liable to the payment of any fine. The enforcement of the provisions of this Section shall not in any manner prevent the enforcement of any additional penalties for the violation of any by-law of the Exchange as provided for under by-law No. 5.'

We find on April 19, 1907, this rule was amended by striking out the words 'unless such parties are regularly engaged from month to month at a regular salary of not less than

fifty dollars per month, provided that such engagement shall not be compulsory until on and after January 1, 1907.'

This rule provides a penalty for the breaking of Rule 1 of by-law 19 which fixes the commission rate. The breaking of the commission rule is the splitting of the commission in any way with the person from whom the dealer may buy grain. The Grain Exchange maintains it is a breaking of this commission rule to give any specified sum per car or per bushel to a person in the country who may purchase on account of such grain buyer a carload of grain from the farmer, or influence the shipment of a carload of grain to a commission merchant even though the difference between the price paid to the farmer and that at which the car is sold in Winnipeg shows a full one cent per bushel commission. We think that this interpretation is read into this rule for the purpose of preventing the indiscriminate giving of compensation to station agents, bankers, merchants or parties engaged in any other business, or buyers of grain or agents of commission men. We are not at all certain that the reason for this interpretation is a bad one but we cannot agree with the principle that the Grain Exchange should have the power to say how its members shall employ their agents and in what manner they shall be compensated.

It seems to us that the effect of this rule compelling agents in the country to be paid by fixed salary is to drive the track buying business into the hands of the larger dealers and of necessity to curtail the business of the smaller dealer and commission men. Taking it for granted that it is wise to prevent the giving of compensations indiscriminately to parties as above mentioned and that it is wrong to control the manner in which a member of the Exchange may engage his agents and how he shall pay them, we think that a reasonable solution would be that each member of the Exchange who wishes to employ agents in the country should be allowed to do so at his pleasure but the names of such agents should be registered with the Secretary of the Grain Exchange, then the registered agents could be paid in any manner the member might see fit.

The North West Grain Dealers' Association.

The North West Grain Dealers' Association is a corporation existing under charter from the Province of Manitoba, the members of which are elevator owners and grain dealers, a large proportion of whom are also members of the Winnipeg Grain Exchange. While the powers of this corporation under its charter are very broad it does not engage in any business other than the buying of supplies for the country elevators of its members and the sending out of joint telegrams to all buying points, thus saving a large amount to its members each year. The main object of the association evidently is the regulating of the buying of grain in the country. Each day on the closing of the market the secretary sends to every buying point where members of the association are represented a telegram containing the prices for the day. As we have explained, there are two prices, namely track and street. The track price is fixed absolutely by the closing cash price in Winnipeg until the opening of the market next day. The street price is variable and depends upon the car supply, the price of the delivery month in which the grain may reasonably be expected to arrive at the delivery point, and such expenses and profits as are agreed upon from time to time by the members of the association. While it is quite evident that there is an agreement or understanding that the list prices as sent to the country and the changes as wired from time to time are to be adhered to and buyers instructed to this effect, we cannot find anything in the association by-laws compelling its members to abide by the prices so decided upon, nor can we find any penalty provided for the breaking of the prices. We find that these prices are not adhered to in all cases, although where a buyer persists in breaking prices he is brought into line by the combined action of other buyers on prices.

We have given the matter of street prices our serious consideration, and we fail to agree as to whether or not the prices paid on the street are reasonable. The main protection the producer has against these prices being unduly depressed by the association is his right to ship his grain to the central market and sell on the track basis. This protection will not be complete until such time as the car supply during the shipping season is ample for the requirements. This system of the North West Grain Dealers' Association is no doubt a trade

restriction, but whether it constitutes an undue restriction or not is a matter which is now before the courts.

Pooling.

In investigating the methods of the grain trade in Winnipeg we found that there had been in existence an agreement between certain elevator companies for the pooling of the receipts or earnings at the different points where their elevators came into competition with one another. The basis upon which the division was made was that each elevator at any given station was allotted a certain proportion of the total receipts of all the elevators in the agreement and month by month a statement was submitted by each elevator showing the total amount of grain taken, and a division was made on the basis of so much per bushel, the one who received more than his percentage paying into the pool, and the one who received less than his percentage drawing out of the pool. This pooling arrangement we think placed such a restraint upon the operations of the elevator companies within the agreement that it constituted a menace to those who had to sell grain to these elevators, and tended to unduly limit competition. We find that in the State of Minnesota pooling arrangements of this kind were in operation at one time, but they were evidently looked upon with disfavour by the State and a law was passed prohibiting such agreements. While this pooling arrangement has been discontinued here we think it is wise to include in the Grain Act a provision prohibiting such arrangements amongst elevator companies. We suggest amendment No. 21 of Appendix A. to cover this.

Warehouse Commissioner's Department.

We received a number of complaints in the country regarding the conduct of the Warehouse Commissioner's Department. These complaints were chiefly of slackness in prosecuting offenders under the Act, the offences being principally violations of the provisions governing the car order book. We have very seriously considered these complaints and have come to the conclusion that the real trouble lies in the Act under which the Warehouse Commissioner works, and we are suggesting certain amendments which will materially assist the Warehouse Commissioner in the conduct of his department. The duty of the Warehouse Commissioner to reconcile the conflicting interests of elevator companies and farmers is a very onerous one indeed, and notwithstanding the complaints we think that Mr. Castle deserves credit for the manner in which he has conducted his office. The Warehouse Commissioner is practically an arbitrator between the producer and the grain dealer, and we believe this department could be administered with better results if the term of office of the Commissioner were for a certain number of years, with eligibility for re-appointment. We have accordingly drawn up an amendment, No. 2 A. of App. A. providing for this.

Terminal Elevators.

In our investigation of these elevators at Fort William and Port Arthur we found that there were only four elevators being operated by a railway company, these elevators being the group owned and operated by the Canadian Pacific Railway Company. The Empire Elevator at Fort William is owned and operated by a private corporation known as The Empire Elevator Company. The Canadian Northern Railway Company elevator at Port Arthur was leased by a private corporation known as the British America Elevator Company at the time of our investigation, but now known as The Port Arthur Elevator Company. The British America Elevator Company is a grain company of Winnipeg and a branch of the Peavy Company of Minneapolis. The Port Arthur Elevator Company now operating these elevators is a subsidiary corporation organized for the purpose of operating the Canadian Northern terminal elevators at Port Arthur as leased by the British America Elevator Company from the Canadian Northern Railway. There is another elevator now in operation known as The Consolidated Elevator Company. This is another private corporation

owning and operating an elevator at this point as a terminal. The Grand Trunk Pacific Railway Company purpose building elevators at Fort William as terminals in connection with their railway system. Mr. Morse, Vice-President and General Manager of the Grand Trunk Pacific Railway, in a letter to the Commission states: 'We had contemplated having interested in the Grand Trunk Pacific Terminal Elevator Company thers othan the Railroad Company, and negotiations had taken place. However, it has now been decided that the Grand Trunk Pacific Terminal Elevator Company will build and operate its own elevators, at least for the present.'

The private corporations operating the terminal elevators at Fort William are composed largely of the shareholders, officers and directors of grain firms and country line elevator companies in Winnipeg, and as such have a direct financial interest in much of the grain passing through their elevators at Fort William. We find that the Canadian Pacific Railway elevator at Port Arthur is operated by a private company, but is used exclusively for the handling of off-grade grain of different descriptions, and does not stand in the same relation to the general grain trade as do the other terminal elevators.

The Ogilvie Milling Company elevator at Fort William has been rebuilt, but from the Warehouse Commissioner we understand that it has not yet obtained a license to do business as a terminal elevator.

Regarding the operation of these elevators in general, it is very difficult, and in fact impossible, for a commission from public sittings and inspection of the elevators to determine whether they are being operated strictly according to the provisions of the Manitoba Grain Act and The Grain Inspection Act, but from the evidence received in Ontario, and from samples submitted to us there, and from samples taken directly by the Commission from arrivals at bay ports, it is quite clear that there is not a sufficient supervision or control of the cleaning of grain at Fort William. There is a very general complaint throughout Ontario that they do not get the regular grades of Manitoba grain, of wheat especially, in as clean a condition as is called for by the Inspection Department. We also found from examination of arrivals in Great Britain that the grain as received there contains too great a percentage of foreign matter. It is quite evident to us that there should be a complete supervision of the cleaning operations of these elevators. We were convinced at the time of our inspection that many of the cleaning machines installed in the different elevators have not the capacity nor are they of the proper type for cleaning the grain to grade. With regard to the quality of the grain itself, we would say that while there is a possibility of elevator operators mixing grain contrary to the Grain Inspection Act, we did not find in following the grain to its ultimate destination in Ontario and Great Britain, that there was any serious complaint as to the quality of the different grades being materially reduced, still in some cases samples were produced to us that would lead us to believe that there had been either manipulation or serious mistakes made somewhere.

In the consideration of the weights it will be necessary to take up the out-turns of vessels carrying grain from Fort William and Port Arthur. We have had submitted to us statements of the Canadian boats carrying grain from Fort William and Port Arthur, and they show a considerable shortage per thousand bushels on the average, and some astonishing individual shortages and averages. To Kingston and Montreal we find that the weights are much more regular and closer to those given by Fort William and Port Arthur. At Buffalo, from statements issued by the Buffalo Chamber of Commerce Weighmaster, we find that in nine out of the past ten years Fort William and Port Arthur shipments have shown a surplus at this point on the grain weighed in by this weighmaster, but even there we find some very large individual overages and shortages. The shipments to the Georgian Bay and Lake Huron ports show a heavy shortage. This would indicate that the weighing is very irregular, and it seems to us advisable that a special weighing department should be created.

The matters to be considered in connection with the elevators at Fort William and Port Arthur in our opinion are, the establishing of complete control of the cleaning and binning of grain in all elevators, and the establishing of a weighing department that will take over the weighing of all grain where public weighing is called for. To attain these objects we would suggest that the Inspection Department be put in full control of the clean-

ing and binning of all grain passing through the terminal elevators at Fort William and Port Arthur in addition to their present duties of inspection. We would further suggest that the weighing be taken out of the hands of the Inspection Department entirely and that a new department be created with a chief weighmaster at its head, whose duties shall be to weigh all grain where necessary at public elevators in the Manitoba Inspection Division. We have drawn up amendments to the Grain Inspection Act, which are 78*a* and 78*b* of No. 6 of Appendix B. hereto, to cover the control of the cleaning and binning; and as to the weighing we have drawn up a number of provisions which we would suggest being embodied in an Act to be known as The Act for the Weighing of Grain, or they might possibly be inserted as amendments to the Grain Inspection Act or to the Manitoba Grain Act. (See Appendix C. hereto.)

Requests were made of us in the country that the elevators at Fort William and Port Arthur should be taken over and operated by the Government in view of the fact that so many of them were operated by private corporations interested in the grain trade. We also had a communication from the department under date January 23, 1907, enclosing a petition of members of Parliament addressed to The Honourable the Premier, requesting that we be instructed to specifically 'inquire into and report whether it is in the public interest that terminal elevators ..... continue to be operated by the common carriers or allowed to pass into the hands of or be operated by persons, firms or corporations engaged in the grain business.'

In reply to this communication we addressed to Honourable Sir Richard Cartwright, Minister of Trade and Commerce, a letter dated February 1, a copy of which is appended hereto. We can see no reason for changing the conclusions arrived at at that time, and we believe if our recommendations are carried out they will give the public the same confidence and protection in the operation of these terminal elevators as if they were owned by the Government.

These regulations, if applied to elevators run in connection with flour mills, should warrant the issue of a license to such elevators as public terminals.

As our whole system of inspection and the handling of grain under the Grain Inspection Act and the Manitoba Grain Act depends upon the forwarding of our grain through the channels of transportation to final destination with identity of grade preserved, it seems to us that the system is imperfect, owing to the fact that east of Fort William there is no control whatever of grain going forward under government inspection certificates. As it is of the utmost importance when the trade is doing business on the western inspection that lots of grain so bought in the east or in foreign countries should go forward the exact grade and in the condition in which it leaves Fort William or Port Arthur, we would, therefore, suggest that all public elevators which handle grain grown in the Manitoba inspection division, east of Fort William, for storage or transhipment should be placed under restrictions similar to those of terminal elevators in the Manitoba division as to licensing, bonding, binning and weighing of grain. With the object of introducing such control of the grain in its movement eastward, or the control of those elevators which handle grain, we are including in the provisions for the establishing of a weigh-master's department, as above referred to, certain provisions for the appointing of weigh-masters in each elevator who shall have, under the supervision of the chief weigh-master, control of the receiving, binning, weighing and outward shipment of the grain. In the event of the government not appointing these weigh-masters, we suggest the appointing of two or more superintendents who shall, under the direction of the chief weigh-master, have supervision over the operation of these elevators. There are now weigh-masters appointed at Georgian Bay and Lake Huron ports for the outward weighing of grain for domestic consumption, and from the evidence received, we find that the service rendered is not at all satisfactory, and would suggest that this weighing be discontinued and the above provisions carried into effect.

We find in tracing the grain forward from Fort William and Port Arthur that there is great difficulty in establishing the identity of the inspection certificate with the parcel of grain itself and with the lake bill covering the same, and also with the railway shipping bill out of the elevators on Georgian Bay and Lake Huron. This is a serious fault in the system and leaves an opening to the fraudulent use of such grain certificates. To cover

this point, we are suggesting an amendment to the Inspection Act giving the chief inspector power to make such rules and regulations as are necessary for the proper identification of his inspection certificates with the different parcels of grain and the different bills of lading covering them.

Storage and Insurance.

In considering the rates as charged by terminal elevators at Fort William and Port Arthur, we find that previous to September 7, 1903, the rate in force for storage was one-half cent for the first fifteen days and one-half cent for each succeeding thirty days or part thereof. This rate included receiving, cleaning, storing and shipping. On the above mentioned date the rate was advanced to three-quarters of one cent for each term, including insurance. On September 15 of this year the rates were again changed to three-quarters of one cent per bushel for the first fifteen days, and one-thirtieth of one cent a day thereafter, including handling and insurance.

As the one-half cent rate previous to September 7, 1903, was for handling only, and three-quarters of one cent subsequent to this date was for handling and insurance, the inference is that the one-quarter of one cent is to pay for the insurance of the grain, and in fact in our evidence it was definitely stated by a terminal elevator manager that the quarter of a cent was to pay for the insurance. Regarding the reasonableness of this rate we may say we find from statements received and by deductions from the warehouse commissioner's files, that the rate of one-quarter of one cent gives an exorbitant profit over and above the actual cost of the insurance. Of course a rate has to be charged on the grain that will provide for the fluctuations in values, but we find by taking the average amount in store throughout the last shipping season, valued at one dollar a bushel, and insured at two and one-quarter per cent, it still leaves a very large surplus over and above the quarter of a cent per bushel on the total amount of grain handled through the elevators, not taking into account the large sum of money that was collected on second, third and fourth terms of grain held in store over the winter. We recommend a reduction of one-eighth of one cent under subsection 2 of section 25 of the Manitoba Grain Act, 1900.

With regard to the storage rates put in force on the 15th September last, we had no evidence from the terminal elevator companies to show that the old rate of one-half cent per bushel was too low, and we think that in making their new rates a rate should be made sufficient to give the same net result as under the old one-half cent rate on the monthly basis. We are pleased to see that the terminal elevator companies have put into force a per diem rate after the first term of fifteen days, as it will be a very great convenience to the trade.

As the elevator companies have voluntarily assumed the insurance of the grain we do not see why provision should not be made in the Act for such insurance, and the giving of proper assurance through the warehouse commissioner to the owner of the grain that the insurance has been effected and with suitable companies. We have drawn up an amendment to section 25 of the Manitoba Grain Act, 1900, to cover this. (See Appendix A, No. 4.)

Adulteration of Food Stuffs.

We find there is a practice of mixing ground oat hulls, seeds, and other adulterating material with bran, shorts, corn, and other feeds, and these are placed on the market and sold as pure food stuffs. While we see no objection to these mixed foods being sold, we think they should not be offered for sale without the adulteration being indicated.

Terminal Elevator at Vancouver.

With regard to the request of the people of Alberta that we should go to Vancouver for the purpose of investigating the possibilities of an outlet *via* the Pacific coast for grain grown in the western portion of the wheat belt, we would say that without a doubt there is going to be a very large increase in the grain production within the very near future in Alberta and Western Saskatchewan. At the present time there are no facilities for the handling of

grain westward, therefore the grain from this territory must of necessity come eastward over the present lines of transportation to Fort William and Port Arthur. The cost of transportation for this distance is so heavy that the resulting price to the farmer is altogether too low in comparison to that obtained in Manitoba and Eastern Saskatchewan. There is no doubt in our minds that a very large trade with the Orient could be developed if there were transportation facilities at reasonable rates to the Pacific coast, and proper terminal facilities there for handling the grain. Considering the benefit that would arise out of this trade with the Orient to the grain producers of Alberta and Western Saskatchewan, we think the government would be justified in assisting the development of this trade.

Appendix A and Appendix B contain our suggested amendments to the Manitoba Grain Act, and the Grain Inspection Act. We have discussed most of these amendments in our report, but there are others that we do not think it necessary to refer to specially.

We send herewith copy of the evidence taken at the sittings of the Commission.

All of which your Commissioners beg respectfully to submit.

JNO. MILLAR, *Chairman.*

W. L. McNAIR, }
G. E. GOLDIE, } *Commissioners.*

Dated at Winnipeg this 11th day of October, A.D. 1907.

E. NIELD, *Secretary.*

To His Excellency the Governor General in Council:

In dealing with the subject of car distribution in the report of the Royal Grain Commission, there is nothing said directly regarding the present system of giving one car to each individual shipper in rotation, but the inference is that the Commissioners agree to and confirm this system. To this I cannot agree, as I do not consider that the system of giving a car to each shipper is a just one.

Previous to the time of the enactment of the present Manitoba Grain Act, the producer in general no doubt suffered an injustice in not being able to ship his grain to Fort William at his pleasure. Sections 58 and 59 of the Manitoba Grain Act corrected this evil, but at the same time the correction has proved an injustice to a certain group of producers and to elevator owners.

In an agricultural district like the provinces of the West, where the revenue of the farm is derived entirely from its crop of grain, it is necessary that each farmer should be able to market a certain portion of his crop at as early a date as possible, so that he may meet his liabilities, or at least a reasonable portion of them. The necessity of realizing on the crop at an early date is felt more by the new settler, and the small farmer, than by those who have been in the country some years, and are in a better financial position My argument is that the new settler and the smaller farmer are usually at the greatest distance from the railroad, and the last to have their grain threshed and ready for market. The larger and more prosperous farmers are those who are usually nearest to the railway, and who have their threshing done early in the season. Thus the producer who has his grain ready for market the quickest is the man who gets the car in which to ship it, and cars are ordered by these farmers in such numbers that it has been impossible to supply sufficient equipment to take care of all such farmers' requirements before the close of navigation That group of producers who are not able to get their grain ready for market early find that when they are ready to sell their grain there is such a large number of cars ordered that it is almost impossible for them to get cars until a very late date, and they are therefore compelled to sell their wheat on the street to the elevator to raise funds to meet their liabilities. There are also to be considered those farmers who have not sufficient of any one kind of grain to load a car

to capacity, and those who from ignorance will not ship; the latter mostly foreigners. This group of producers should have, perhaps, the greatest consideration in dealing with this matter.

From statements and evidence received from the elevator companies, we find that there is about sixty per cent of the wheat crop sold on the street to elevator companies, and about forty per cent is loaded on the car by the farmer, either through an elevator or over the loading platforms, but it is not fair to conclude that the sixty per cent of street wheat comes entirely from those farmers who are not in a position to get cars to load their own grain. There is no doubt a proportion of it that is sold as street wheat when the car supply is ample for requirements, and the street price, therefore, so close to the track price that the farmer is induced to sell to the elevator. I think it is reasonable to assume that about twenty per cent of the crop might be accounted for in this way, leaving about forty per cent that is sold under necessity on the street. I would, therefore, group the producers as follows: The farmer who gets cars to ship and who sells on the street when the price is satisfactory to him, sixty per cent; the farmer who sells on the street from necessity, forty per cent.

We will take, for instance, a station at which there are four elevators, and it will be found that in the latter part of October or early in November there may possibly be one hundred cars on the order book, and out of this one hundred there cannot be more than four cars for the shipment of wheat that has been bought by the elevators on the street; therefore, there are ninety-six farmers out of the sixty per cent group who will get cars for the shipment of their grain, and thus get the premium that is paid for spot wheat, while there are only four farmers out of the forty per cent group who will have their wheat shipped out of the elevators by the elevator companies, thus making room for more street wheat.

This may be an extreme case, but it illustrates quite clearly the situation. We found during our investigation in the country in the fall of 1906 a great many stations where the elevators were filled to their full capacity, and were unable to buy the grain offered to them by farmers who were under a very urgent necessity for the raising of funds, while at these same stations a large group of farmers out of the sixty per cent group above mentioned, had been able to market a considerable quantity of their grain early in the season by the securing of cars.

I, therefore, consider that the present distribution of cars becomes an injustice to that group of farmers who are compelled to sell their wheat on the street.

Referring to the elevators, and their position with regard to the car distribution, I do not consider that they suffer equally with the forty per cent group of farmers, insomuch as they are making considerable earnings out of the wheat that is stored with them and ultimately shipped by the farmer, and again they buy a considerable portion of this stored grain, and thus make another earning out of it through the purchase and sale. To protect themselves on the purchase of street wheat under the present car distribution, the elevators are compelled early in the crop season to reduce their prices paid on the street to the basis of future delivery at Fort William, and thus the spread between street and track becomes very marked within three or four weeks after the deliveries of grain commence. Were the car distribution such that the forty per cent group of farmers who sell on the street could have their wheat shipped forward more promptly than is now the case, the spread between street and track prices would remain near the charge assessed by the elevator companies for handling grain through their houses until a very much later date in the fall. In this way the advantage that is gained through having grain in a position to sell as track or cash grain would be more equitably distributed between the sixty per cent and forty per cent groups of farmers.

I would, therefore, respectfully suggest that that section of the Manitoba Grain Act (section No. 59) dealing with the distribution of cars during a car shortage should be so amended that the elevators would get forty per cent of all cars received at each station for grain shipment.

All which is respectfully submitted.

G. E. GOLDIE.

APPENDIX 'A.'

AMENDMENTS TO MANITOBA GRAIN ACT, 1900.

No. 1.

That section 2 of the Manitoba Grain Act, 1900, be struck out and the following substituted therefor:—

'2. This Act shall apply to the inspection district of Manitoba, as defined by chapter 25 of the statutes of 1899, and all elevators east of Fort William and Port Arthur which receive Manitoba grain for storage or transhipment and doing business for a compensation.'

No. 2.

That the following be added as subsections 2, 3 and 4 of section 18 of the Manitoba Grain Act, 1900:—

'2. It shall be the duty of every public terminal elevator to clean all grain received by them on which the inspector has set dockage for cleaning, except all rejected grades, which shall be cleaned only upon request of owner.

'3. Public terminal elevators shall pay or make allowance to the owner for all domestic grain of a commercial value in screenings, as set forth in section 87 of the Grain Inspection Act as amended, to the amount assessed by the inspector.

'4. It shall be the duty of every public terminal warehouseman to insure all grain received, handled or stored by him with companies satisfactory to the warehouse commissioner, and to an amount approved of by the said commissioner.'

No. 2A.

That section 3 of the Manitoba Grain Act, 1900, be struck out and the following substituted therefor:—

'3. The Governor in Council may appoint an officer to be known as the warehouse commissioner for the inspection district of Manitoba, who shall hold office for a period of ten years, and who shall be eligible for re-appointment, and may be dismissed for cause only. The warehouse commissioner shall be subject to the control and management of the Department of Inland Revenue, and shall, in his oath of office, declare that he is not directly or indirectly pecuniarily interested in the grain trade, and the salary of the said commissioner and the security to be given by him shall be determined by the Governor in Council.'

No. 3.

Section 24 of the Manitoba Grain Act, 1900, be amended by inserting in the seventh line thereof, after the word 'warehouse' the following words, 'and of the total amount of insurance thereon.'

No. 4.

Section 25, subsection 1 of the Manitoba Grain Act, 1900, be amended by striking out the words 'and handling' in the fourth line and inserting in lieu thereof the words,

'handling and insurance,' and by striking out the words 'or handling of grain' in the tenth line and inserting in lieu thereof the words 'handling or insurance of grain.'

That section 25, subsection 2 be amended by striking out the words in the first line thereof, 'cleaning and handling of grain' and inserting in lieu thereof the words 'cleaning, handling and insurance of grain.'

No. 5.

That section 26 of the Manitoba Grain Act, 1900, be amended by striking out in the second and third lines thereof the words 'by fire nor for any damage.'

No. 6.

That the following be inserted in the Manitoba Grain Act, 1900, as sections 28A to 28I, inclusive:—

'EASTERN TRANSFER ELEVATORS.

'28A. Elevators east of Port Arthur and Fort William receiving grain grown in the Manitoba inspection division for storage or transhipment doing business for a compensation, shall be known for the purpose of this Act as eastern transfer elevators, and shall be under the jurisdiction of the warehouse commissioner.

'28B. The proprietor, lessee or manager of any eastern transfer elevator shall be required, before transacting any business, to procure from the commissioner a license, permitting such proprietor, lessee or manager to transact business as a public warehouseman under the law, which license shall be issued by the commissioner upon written application, which shall set forth the location and name of such elevator and the individual name of each person interested as owner or manager thereof, —or, if the elevator is owned or managed by a corporation, the name of the corporation and the names of the president, secretary and treasurer of such corporation shall be stated; and the said license shall give authority to carry on and conduct the business of eastern transfer elevators in accordance with the law and shall be revocable by the commissioner upon a summary proceeding before the commissioner, upon complaint of any person, in writing, under oath, setting forth the particular violation of law, and upon satisfactory proof, to be taken in such manner as is directed by the commissioner, such revocation not to take effect until the Minister of Inland Revenue has given his sanction thereto.

'2. The annual fee for such license shall be two dollars.

'28C. The person receiving a license as herein provided shall file with the commissioner granting it a bond to His Majesty, with good and sufficient sureties to be approved by the commissioner, in the penal sum of not less than ten thousand, nor more than fifty thousand dollars, in the discretion of the commissioner for each eastern transfer elevator licensed by him, conditional for the faithful performance of his duties as an eastern transfer warehouseman, and his full and unreserved compliance with all laws in relation thereto: Provided, that when any person or corporation procures a license for more than one elevator no more than one bond need be given, the amount of which shall not exceed the above maximum.

'28D. Any person who transacts the business of an eastern transfer warehouseman without first procuring a license as herein provided, or who continues to transact such business after such license has been revoked (save only that he may be permitted to deliver grain previously stored in such elevator), shall on conviction upon indictment be liable to a penalty not less than $50, nor more than $250, for each and every day such business is carried on; and the commissioner may refuse to renew any license or grant a new one to any person whose license has been revoked, within one year from the time when it was revoked.

'28E. Every warehouseman of an eastern transfer elevator shall be required during the first week of September in each year to file with the commissioner a table or schedule of rates for the storage and handling of grain in his transfer elevator during the ensuing

year, which rate shall not be increased during the year; and such published rates, or any published reduction of them, shall apply to all grain received into such elevator, from any person or source; and no discrimination as to rates shall be made, directly or indirectly, by such warehouseman for the storage, cleaning or handling of grain.

'2. The charge for storage and handling of grain, including the cost of receiving and delivering, shall be subject to such regulations or reduction as the Governor in Council from time to time deems proper.

'28F. No eastern transfer warehouseman shall be held responsible for any loss or damage to grain by fire, nor for any damage arising from irresistible force, the act of God or the King's enemies, while such grain is in his custody, provided reasonable care and vigilance is exercised to protect and preserve it.

'2. No eastern transfer warehouseman shall be held liable for damage to grain by heating, if it is shown that he has exercised proper care in the handling and storing thereof, and that such heating was the result of causes beyond his control.

'3. Unless public notice has been given, as hereinafter provided, by him, that some portion of the grain in his elevator is out of condition, or becoming so, such warehouseman shall deliver grain of quality equal to that received by him on all receipts presented.

'4. In case, however, an eastern transfer warehouseman considers that any portion of the grain in his elevator is out of condition or becoming so, he shall immediately by telegram and by registered letter give notice both to the shipper and the party to be advised, and any other party indicated upon the document accompanying such grain as an interested party, and shall at the same time give public notice by advertising in a daily newspaper in Toronto and Montreal, and by posting a notice in the elevator and in the Grain Exchange at Toronto and Montreal of its actual condition as near as can be ascertained. He shall state in such notice the kind and grade of the grain and the elevator in which it is stored, and shall also state in such notice the warehouse receipts, if any, outstanding upon which such grain shall be delivered, giving the numbers, amounts and dates of each, the grain represented by which has not previously been declared or receipted for as out of condition, or if warehouse receipts have not been issued, then he shall give the name of the party for whom such grain was stored, and the particulars of the lake bills or shipping bills under which it was received, the date it was received and the quantity of it, and the identification of the grain so discredited to embrace as near as may be as great a quantity of grain as is contained in the bin or bins in the elevator in which it is stored, and such grain shall be delivered upon the return and cancellation of the warehouse receipts or the surrender of the original endorsed shipping receipt and payment of charges upon request of the owner thereof.

'5. Nothing herein contained shall be held to relieve the said warehouseman from exercising proper care and vigilance in preserving such grain after such publication of its condition, but such grain shall be kept separate and apart from all direct contact with other grain, and shall not be mixed with any other grain while in store in such elevator. Any warehouseman guilty of any act of neglect, the effect of which is to depreciate property stored in the elevator under his control, shall be held responsible as at common law, or upon the bond of such warehouseman, and in addition thereto the license of such warehouseman may be revoked.

'6. In case the grain declared out of condition as herein provided for is not removed from store by the owner thereof within one month from the date of the notice of its being out of condition, the warehouseman in whose elevator the grain is stored may sell it at public auction for the account of said owner, upon giving ten days public notice by advertisement in a newspaper published in a city or town where such elevator is located, and in Winnipeg, Toronto and Montreal, and by posting a notice in the Grain Exchanges at Winnipeg, Toronto and Montreal, and if the proceeds of such sale are not sufficient to satisfy all charges accrued against the grain at the time of the sale, then the owner of the grain so disposed of shall be liable to the warehouseman for any deficiency.

'28G. Every eastern transfer elevator warehouseman shall keep a true and correct record of each parcel or lot of grain received by him, noting the name of the boat and number of the hold from which taken, or the number of the car, the billed weight, the actual weight as weighed in by him and shortage or overage, the number of the bin in which stored, and

in case of a transfer in the elevator the number of the bin to which transferred, the date of shipment out of elevator with the number of car or name of boat and number of hold; and in all cases where a certificate of grade accompanies a lot or parcel of grain the identity of such certificate with the lot or parcel of grain shall be preserved. He shall keep a correct record of the name of the shipper, the party to be advised of the shipment and the consignee.

'28H. Every eastern transfer elevator warehouseman shall receive grain grown in the Manitoba inspection division tendered him through the ordinary channels of transportation in the usual manner in which such elevators are accustomed to receive grain in the ordinary course of business in such parcels or lots as shipped, and shall preserve the identity of each parcel or lot except that he may bin together different lots of the same grade when he has not sufficient space in his elevator to keep the parcels or lots separate. In no case shall grain of different grades be mixed together while in store. He shall not make any discrimination between persons desiring to avail themselves of warehouse facilities. Nothing in this section shall be construed to require the receipt of any kind of grain into an elevator in which there is not sufficient room to accommodate or store it properly, or in cases where, such elevator is necessarily closed.

'28I. The warehouseman of every eastern transfer elevator shall as directed by the commissioner render a weekly statement in the form of a statutory declaration, before some person authorized by law to take the same, by one of the principal owners or operators thereof, or by the bookkeeper thereof, having personal knowledge of the facts, to the commissioner of the quantity of each kind and grade of grain in store in his warehouse at the close of business on the previous Saturday.'

No. 7.

That The Manitoba Grain Act, 1900, be amended by adding the following subsections 1A and 1B of section 34:—

'1A. In every case where grain has been delivered at any public country elevator or warehouse, and a cash purchase ticket issued therefor to the person from whom such grain was received by the warehouseman, and should either the warehouseman or his paying agent within twenty-four hours after demand by the holder, neglect or refuse to redeem such cash purchase ticket, the said holder may after the expiration of such twenty-four hours, and upon surrender of such cash ticket demand in exchange therefor a warehouse storage receipt bearing same date and place of issue, and for similar grade and net weight of grain as was shown on the cash purchase ticket aforesaid. Upon return of the said cash purchase ticket to the warehouseman, he shall at once issue in exchange therefor to the holder a warehouse storage receipt of same grade and quantity of grain as shown on the face of said surrendered cash purchase ticket.

1B. The person operating any country elevator or warehouse shall the time of delivery of any grain at his elevator or warehouse issue to the person delivering same either a cash purchase ticket, warehouse storage receipt, or storage receipt or special binned grain, dated the day the grain was received, for each individual load, lot or parcel of grain delivered at such elevator or warehouse in the form prescribed by the schedule to this Act.

No. 8.

That subsection 3 of section 34 of The Manitoba Grain Act, 1900, be amended by striking out all the words after the words 'owner thereof' in the twelfth line, and inserting in lieu thereof, 'such country elevator or warehouse before so forwrading such grain shall give notice to the owner by mail at least four days before shipping.'

No. 9.

That Section 34 of The Manitoba Grain Act, 1900, be amended by inserting as subsections 4A and 4B, the following:

4A. In every case where grain is stored in any public country elevator or warehouse in a special bin the warehouseman shall draw a fair and proper sample in the presence of the

person delivering same out of each hopper load as delivered, and such sample shall be properly preserved in a suitable receptacle (numbered and sealed) until after such special binned grain has been shipped and inspected, and the owner thereof has notified the warehouseman he is satisfied the identity of the grain has been preserved.

4B. In case after the shipment has been inspected the owner is of the opinion that the identity of the grain has not been preserved, he shall notify the warehouseman in writing of the fact and both parties thereupon shall forward said sample, sealed, charges prepaid, to thewarehouse commissioner, who shall submit the same to the Chief Inspector to be graded. The grade given by the Chief Inspector in such cases shall be final and binding on both parties.

No. 10.

That Section 34 of The Manitoba Grain Act, 1900, be amended by adding the following as sub section 11:

11. Provided, however, the elevator operator may hold the bill of lading representing any stored grain shipped from his elevator upon demand of the owner thereof until said owner shall have surrendered the storage receipts therefor and paid all lawful storage charges due thereon, provided that it shall be an offence under this Act for the elevator operator to sell or dispose of such bill of lading without the consent of the owner of such grain; such bill of lading to be made out in all cases in the name of the owner of such stored grain.

No. 11.

That Section 36 of The Manitoba Grain Act, 1900, be struck out and the following substituted therefor:

36. In case there is a disagreement between the purchaser or person in the immediate charge of receiving the grain at such country elevator or warehouse and the person delivering the grain to such elevator or warehouse for sale, storage or shipment at the time of such delivery as to the proper grade or dockage for dirt or otherwise on any lot of grain delivered, a fair and proper sample shall be drawn in the presence of the person delivering the grain out of each hopper load as delivered, and at least three quarts from samples so taken shall be forwarded in a suitable sack properly tied and sealed, express charges prepaid, to the Chief Inspectur of Grain, and shall be accompanied by the request in writing of either or both of the parties aforesaid, that the Chief Inspector will examine the sample and report on the grade and dockage the said grain is in his opinion entitled to and would receive if shipped to the terminal points and subjected to official inspection.

2. It shall be the duty of the Chief Inspector, as soon as practicable, to examine and inspect such sample or samples of grain and to adjudge the proper dockage and grade to which it is, in his judgment, entitled, and which grain of like quality and character would receive if shipped to the terminal points in carload lots and subjected to official inspection.

3. As soon as the Chief Inspector has so examined, inspected and adjudged the dockage and grade he shall make out in writing a statement of his judgment and finding and shall transmit a copy thereof by mail to each of the parties to the disagreement, preserving the original together with the sample on file in his office.

4. The judgment and finding of the Chief Inspector on all or any of the said matters shall be conclusive.

5. Where the disagreement as to the grade and dockage arises on the sale of the wheat by a farmer to such country elevator or warehouse, the farmer shall be paid on the basis of grade and dockage offered him by the elevator or warehouse, but the final settlement shall be made on the hasis of grade and dockage given by the Chief Inspector.

No. 12.

That sub section 2 of Section 37 of The Manitoba Grain Act, 1900, be struck out and the following substituted therefor:

2. In case the commissioner finds the complaint and charge therein contained, or any part thereof, true, he shall give his decision in writing and shall at once serve a copy of such

decision upon the person offending and against whom the complaint was made and also serve a copy upon the owner of such country elevator or country warehouse; and the commissioner shall direct such owner to make proper redress to the person injured, and to discharge the offending operator, who shall not be engaged as manager or assistant in any public country elevator for the period of one year from such discharge. Upon the failure of such owner to give such proper redress and discharge such operator the commissioner shall cancel the license of the country elevator or warehouse. In case any other country elevator or warehouse employs an operator so discharged within the said period of one year the Warehouse Commissioner shall order the dismissal of such operator, and in case of refusal to comply with the request of the Warehouse Commissioner in this regard the commissioner shall cancel the license of the said country elevator or warehouse.

No. 13.

That Section 37 of The Manitoba Grain Act, 1900, be amended by adding thereto the following sub-section:

3. If any grain dealer or grain firm or any member of such grain firm, or any authorized agent of such grain dealer or grain firm shall influence, either by circular letter or otherwise, any manager of any public country elevator to give unjust weights for or take unjust dockage from any grain being received into such elevator, such grain dealer or grain firm shall be liable, upon summary conviction, to a fine not less than $100 nor more than $500.

No. 14.

That Section 43 of The Manitoba Grain Act, 1900, be amended by adding the following as subsections 2 and 2A:—

Regulations—Grain Commission Menchants.

2. It shall be the duty of every licensed grain commission merchant upon selling any grain consigned to him for sale upon commission to immediately notify the consignor of the quantity of the consignment sold, the names of the purchaser, the price received therefor, the date of sale, the grade, the amount of advance and the terms and delivery of such sale; such advice to be signed by the grain commission merchant or his duly appointed agent and to be duly addressed and mailed to the consignor or personally given to him within twenty-four hours after such sale.

2A. Any grain commission merchant neglecting or refusing to so report on such prescribed form every such sale in above manner shall be guilty of an offence under this Act punishable by fine.

Schedule "E" is the form of notice of sale which has been authorized by His Excellency the Governor in Council. The use of any other form shall be an offence under the Act punishable by fine.

SCHEDULE "E."

No.....

License year 190 190

License No.....

.....

LICENSED GRAIN COMMISSION MERCHANTS.

..... 190

.....

We advise the following sale made for your account to-day:

Sold to.	Quantity.	Grade.	Price.	Amount of Advances.	Terms.	Delivery.

Yours truly,

.....

No. 15.

That Section 58 of The Manitoba Grain Act, 1900, be amended by striking out sub-section 2 and inserting in lieu thereof the following:

2. An applicant may order a car or cars according to his requirements, of any of the standard sizes in use by the railway company, and in case he requires to order any special standard size of car shall have such size stated by the station agent in the car order book, and the railway company shall furnish the size ordered to such applicant in his turn as soon as a car of such specified capacity can be furnished by the railway company at the point on the siding designated by the applicant in the car order book. In the event of the railway company furnishing a car or cars at any station and such car or cars not being of the size required by the applicant first entitled thereto, such applicant shall not lose his priority but shall be entitled to the next car of the size designated which can be delivered at such station at such applicant's disposal as aforesaid.

2A. Every applicant when placing his order for a car shall deposit with the railway agent the sum of two dollars for each and every car ordered, which amount shall be retained by the railway agent until the car or cars have been loaded by the applicant, or until the order has been cancelled, as hereinafter provided for, when such amount shall be returned to the applicant.

The applicant or his agent duly appointed as provided in paragraph four hereof may by notice in writing to the railway agent prior to the arrival of the car at the station to which it was originally ordered to be sent, cancel the applicant's order for said car ordered by him, and in default of his doing so the applicant shall forfeit to the railway company the amount deposited with the railway agent at the time the order for the car was placed.

No. 16.

The second and third paragraphs of subsection 4 of section 58 of The Manitoba Grain Act, 1900, are repealed and the following substituted therefor:

'In the event of such applicant failing to declare his intention and ability to load the car allotted to him, he shall forfeit to the railway company the two dollars deposited with the railway agent at the time the order for the car was placed, and the railway agent shall cancel the order by writing the word 'cancelled' in the remarks column of the car order book, and shall award the car to the next applicant entitled to it.'

'And if the applicant, after declaring his intention and ability as aforesaid shall not have commenced loading the car within the period of twenty-four hours from the time of notice to himself or his agent, as herein directed, he shall forfeit to the railway company the two dollars deposited with the railway agent at the time the order for the car was placed and the railway agent shall cancel the order in like manner as aforesaid.'

No. 17.

That subsection 5 of section 58 of The Manitoba Grain Act, 1900, is repealed and the following substituted therefor:—

5. The following shall constitute an offence or offences under this Act punishable upon summary conviction before a justice of the peace by a fine of not less than $25 and not more than $150.

(1.) Any party who transfers or sells his right to any car allotted to him or to be allotted to him.

(2.) Any party purchasing or taking over or accepting any assignment or transfer of the right of any applicant entitled to a car.

(3.) Any party loading a car which has not been allotted to him by the station agent or who loads a car out of his turn contrary to the provisions of this Act.

5A. Any person who contrary to the provisions of this Act obtains the placing of a name on the car order book as an applicant shall be guilty of an offence punishable upon summary conviction before a justice of the peace by a fine of not less than $25 and not more than $150.

5B. Any person may institute proceedings and upon securing a conviction for infringement of any of the above violations of this Act shall be entitled to receive one-half of the fine or penalty imposed, and the other half thereof shall be paid into the Manitoba grain inspection fund.

No. 18.

Subsection 9 of section 58 of The Manitoba Grain Act, 1900, is repealed and the following substituted therefor:—

9. 'Car orders shall be signed in the car order book by the applicant or his agent duly appointed in writing who shall furnish to the railway agent his name, section, township,

and range in which he resides, or other sufficient designation of his residence for insertion in the car order book, and each car order shall be consecutively numbered in the car order book by the railway agent who shall fill in with ink all particulars of the application except in the column for the applicant's signature, which shall be signed by the applicant or by his agent duly appointed. The authority of the said agent of applicant shall be deposited with the railway agent."

Subsection 10 of section 58 of The Manitoba Grain Act, 1900, is amended by inserting in the second line thereof after the word "enter" and in the sixth line after the word "book," the words 'with ink.'

No. 19.

That section 62 of The Manitoba Grain Act, 1900, be amended by inserting the following subsections:—

Regulations—Track Buyer's Purchase Note.

1A. Any person who buys grain on track in car load lots, shall keep a true and correct account in writing in proper books of all grain bought by him in such car load lots and shall deliver to the vendor of such car load lot of grain a grain purchase note, retaining himself a duplicate thereof, which note shall bear on its face the license season, also the license number of such track buyer's license; the date and place of purchase; the name and address of such track buyer; the name and address of the vendor; the initial letter and number of the car purchased; the approximate number of bushels and kind of grain contained therein; the purchase price per bushel in store Fort William, Port Arthur or other destination; such grain purchase note shall also express upon its face an acknowlegdement of the receipt of the bill of lading issued by the railway company for such car load shipment, the amount of cash paid to the vendor in advance as part payment on account of such car lot purchase, also that the full balance of the purchase money shall be paid to the vendor immediately the purchaser shall have received the grade and weight certificates and the railway expense bill. Every such grain purchase note shall be signed by the track buyer or his duly appointed agent, and the vendor shall endorse his acceptance of the terms of the sale thereon as well as his receipt for payment of the money advanced him on account of such car load lot sale.

1B. Any failure or neglect on the part of the track buyer to keep proper records of all car lot purchases as above or to issue such grain purchase note shall be an offence under the Act punishable by fine.

1C. Schedule "F" is the form of grain purchase note which has been authorized by His Excellency the Governor in Council. The use of any other furm shall be an offence under this Act punishable by fine.

SCHEDULE "F".

No. ....

License Season 190 190

PURCHASE NOTE MADE OUT BY LICENSED TRACK BUYER.

License No. ....

.....Station.....190 .

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.....

.....

I have this day bought from..... initial letter..... car No.... containing..... bushels..... (more or less) at..... cents per bushel basis..... in store Fort William or Port Arthur, weight and grade guaranteed by seller.

Receipt of bill of lading for same property endorsed by the consignee is hereby acknowledged.

I have made an advance to Mr. .....
I have issued an order to paying agent to advance Mr. ..... $..... on this car, the balance to be paid by ....
.....immediately upon receipt of weight and grade certificates and railroad expense bill.

REMARKS:.....
.....

..... Buyer.

Accepted, also received payment of advance, $.....

.....,
Seller.

No. 20.

That the following be added to The Manitoba Grain Act, 1900, as Section 63:—

63. At every flag station or siding in the Manitoba grain inspection district where grain is shipped from such point, the warehouse commissioner may in his discretion direct the railway company to keep a suitable person at such flag station or siding from the 15th day of September to the 15th day of January next following, and it shall be the duty of such person to receive all applications for cars for the shipment of grain from such flag station or siding upon the form prescribed by this Act and to order from the railway company such cars and to allot said cars to applicants in accordance therewith and to bill and seal such cars.

Provided, however, the provisions of this section do not apply to such flag stations or sidings where the total amount of prain shipments fur the previous year was less than fifty thousand bushels upon the railway company furnishing the commissioner with a sworn statement to that effect.

Any railway company failing to comply with the aforesaid provisions shall be liable to a penalty upon summary conviction before a magistrate or justice of the peace of not less than $500.

No. 21.

That the following be inserted in The Manitoba Grain Act, 1900, as Section 64: —

64. The warehouse commissioner shall have power in his discretion to order cars to be supplied contrary to the provisions of The Grain Act to elevators that are in danger of collapse, or in cases where the operator of any country elevator or warehouse reports in writing under oath that some portion of the grain in his elevator or warehouse is heated, and in order to preserve same it is necessary to ship such heated grain to the terminal elevator for treatment. Provided, however, no relief be granted in such last mentioned cases as long as the warehouseman has plenty of room in his building for the re-handling of such grain.

Upon granting relief as aforesaid the warehouse commissioner shall submit a report of the facts thereof in each case to the Minister.

No. 22.

That the following be inserted in The Manitoba Grain Act, 1900, as Section 65: -

65. No person or corporation, or their agents, operating a public country elevator or warehouse shall enter into any contract, agreement, understanding or combination with any other such person, corporation, or their agent, for the pooling or division of earnings or receipts of such elevators or warehouses or divide with any such person or corporation, or their agent, the gross or net earnings or receipts of such public country elevators or warehouses or any portion thereof.

Any one violating this provision shall be guilty of an offence under this Act, and shall on summary conviction be liable to a fine of not less than $500 and not more than $1,000 for each offence.

No. 23.

That the following be added to The Manitoba Grain Act, 1900, as section 66:

66. The warehouse commissioner shall have power in his discretion during a car shortage to direct the railroads to make an equitable distribution of empty grain cars to all stations in proportion to the amount of grain available for shipment from such stations.

No. 24.

That the following be inserted in The Manitoba Grain Act, 1900, as section 67:—

67. All grain billed to any public terminal elevator within the Manitoba inspection Division shall not leave such Inspection Division without being officially weighed and cleaned unless by the consent of the shipper.

AMENDMENTS TO GRAIN INSPECTION ACT.

No. 1.

That the following be added as clause (L) of Section 2 of The Grain Inspection Act:

(L) The expression "hard red Fife Wheat" shall mean wheat that is red in colour and of the Red Fife variety.

No. 2.

That paragraph (*b*) of Section 6 of The Grain Inspection Act be amended by striking out the words "Province of Manitoba" in the second line and inserting in lieu thereof the words "Provinces of Manitoba, Saskatchewan and Alberta."

No. 3.

That Section 72 of The Grain Inspection Act be amended by striking out the words "other than oats" at the end of the second and beginning of the third lines thereof.

No. 4.

That Section 75 of The Grain Inspection Act be amended by striking out all the words after the word "fee" in the eleventh line, and inserting in lieu thereof: "railway companies or other transportation companies shall notify the Inspection Department of the arrival of

cars of grain at points where inspection is authorized and of their position in the railway yard, and shall not move such cars until they have been notified by the Inspection Department that the sampling of the grain is completed."

No. 5.

That Section 75 of The Grain Inspection Act be amended by adding the following sub section:

2. "Should any car on arrival at terminal elevators be found by the inspector to be plugged or wrongfully loaded with intent to deceive, the grain in such car shall be re-inspected, and should the first inspection be altered the original certificate shall be recalled and a new one issued in accordance with the re-inspection and shall be final."

No. 6.

That the following be inserted in The Grain Inspection Act as Sections 78A and 78B:—

78A. All grain stored as aforesaid shall be binned under the direction, supervision and control of the Inspector, Deputy Inspector or Inspecting Officer. Such Inspector, Deputy Inspector, or Inspecting Officer shall have full control of all grain in such terminal elevator and no grain shall be shipped out, transferred or removed therefrom without his authority.

The Inspector shall keep proper records of all grain received into store in such elevator, which records shall show the particulars of each parcel or car lot of grain received, the date received, the grade, the dockage (if any) and the bin number in which such grain has been stored, and he shall keep similar records of all grain shipped from such elevator which shall also give the name of the vessel or the number of the car into which such grain has been delivered.

No grain shall be transferred from one bin to another in such elevator without the authority of the proper Inspecting Officer who shall record such transfer in proper books.

Provided, however, that no grain shall be specially binned for any person, firm or corporation in any terminal elevator within this division except in cases where it is found to be out of condition on arrival at such terminal, and in cases where it has gone out of condition while in store as provided in Section 26 of The Manitoba Grain Act, 1900.

2. All grain marked by the Inspection Department for cleaning shall be cleaned under the supervision of such Inspection Department or Inspecting Officer before being binned, and such Inspector may condemn any cleaning machine which in his opinion is not doing satisfactory work and order machines installed which will satisfactorily clean such grain to its proper grade, and he shall also have the power where he finds the cleaning facilities inadequate to order the installation of such additional machines as will meet the requirements.

3. Where grain rejected for dirt is ordered to be cleaned by the owner the cleaning shall be subject to the supervision of the Inspecting Officer.

78B. The Chief Inspector subject to the approval of the Minister of Trade and Commerce may make such rules and regulations as shall be necessary for the control of the binning and cleaning of all grain stored in terminal elevators including the transferring of grain from one bin to another, and the delivery of grain from the bins into cars, vessels or other receptacles.

No. 7.

That Section 79 of The Grain Inspection Act be amended by inserting the following as sub section 2 thereof:

2. The Chief Inspector shall issue such rules and regulations governing the inspection and outward shipments of grain from Fort William as will satisfactorily identify the inspection certificates with the lake bill or the railway shipping bill and the lot or parcel of grain covered by such certificate.

No. 8.

That Section 81 of The Grain Inspection Act be amended by inserting between the word "accordingly" and the word "provided" in the seventeenth line thereof the following:

"If the owner or possessor so desires he may call for a fresh sample to be drawn by the Inspection Department for use on re-inspection or survey; and in case it be drawn for the purpose of survey it shall be sent to the secretary of the survey board.

No. 9.

That The Grain Inspection Act be amended by striking out section 82 thereof.

No. 10.

That section 87 be amended by striking out all the words in the section after the word 'certified' in the fourth line and inserting in lieu thereof, 'He shall also state in his certificate the percentage of dirt contained in grain inspected by him as rejected because of too much dirt. In case such dockage contains a proportion of domestic grain the percentage of same shall also be marked on the certificate.'

No. 11.

That section 88 of The Grain Inspection Act be amended by inserting at the end of the definitions of the grades of winter wheat, the following:—

No. 1 Alberta white wheat shall be pure, white winter wheat, sound and clean, weighing not less than sixty pounds to the bushel.

No. 2 Alberta white winter wheat shall be white winter wheat, sound and clean, weighing not less than fifty-eight pounds to the bushel.

No. 3 Alberta white winter wheat shall include white winter wheat not clean enough nor sound enough to be graded as No. 2, weighing not less than fifty-six pounds to the bushel.

No. 12.

That section 89 of The Grain Inspection Act be amended by inserting at the beginning of the definitions of the grades of oats the following:—

No. 1 Alberta oats shall be white, sound, clean and free from other grain; shall contain 95 per cent of white oats and shall weigh not less than forty-two pounds to the bushel.

No. 13.

That section 89 of The Grain Inspection Act be amended by inserting under the heading of 'Spring Wheat,' and after the definition of 'No. 2 Manitoba Northern Wheat' the following clause:—

No. 1 Manitoba bleached wheat shall contain wheat slightly bleached by weather conditions, and tough and slightly damp wheat that has been properly treated and fit for storing, all of which in the discretion of the inspector has not been injured for milling purposes, and that otherwise would have graded one hard or one northern, and weighing not less than sixty pounds to the bushel.

No. 14.

That section 89 of The Grain Inspection Act be amended by inserting under the heading of 'Spring Wheat,' and after the definition of 'No. 1 Manitoba bleached wheat' (as suggested in amendment 13), the following clause:—

'Red varieties of spring wheat, other than Red Fife, may be graded one nothern or lower, in the discretion of the inspector.'

APPENDIX 'C."

PROVISIONS AS TO WEIGHING.

No. 1.

The Governor in Council may appoint a chief weigh-master whose duties and powers shall be defined by Order in Council, and may also in any place where inspection of grain is authorized by the Grain Inspection Act in the inspection district of Manitoba as defined by chapter 25 of the Statutes of 1899, or where is situate any public terminal elevator, or in elevators east of Fort William and Port Arthur which receive Manitoba grain for storage or transhipment doing business for compensation, appoint a weigh-master and such assistants as are necessary, and such weigh-masters and assistants shall receive such compensation by fees or otherwise as determined by the Governor in Council.

(2) The chief weigh-master and every weigh-master or assistants so appointed shall before exercising the duties of his office subscribe to an oath of office and furnish a guarantee bond in such amount as the Minister of Trade and Commerce directs.

(3) The weighmasters and assistants shall be under the direction of the chief weigh-master who shall have the right of dismissal of any weighmaster or assistant for cause.

No. 2.

The chief weighmaster shall have supervision over the weighing of all grain in any place in the Manitoba division where inspection of grain is authorized under the Grain Inspection Act, or where is situate any public elevator, and shall have supervision of the receiving, binning and weighing in any elevator or warehouse east of Fort William and Port Arthur handling or storing Manitoba grain for a compensation.

No. 3.

The chief weighmaster may direct the removal of any scale which in his opinion is unsuitable for the weighing of grain, and may order the installation of scales of a type and capacity approved of by him. In case the chief weighmaster or superintendent believes any scales to be weiyhing inaccurately he may order the discontinuance of the use of such scales pending the inspection thereof by the Inspector of Weights and Measures.

No. 4.

Every such weighmaster or assistant shall give upon demand to any person having weighing done by him a certificate under his hand, showing the amount of each weighing, the number of each car or cargo weighed, the initial of the car, the place where weighed, the date of weighing, and the contents of the car or cargo, and such certificate shall be in all cases prima facie evidence of the facts therein set forth.

(2) An extract from the record kept by any weigh-master or assistant in pursuance of the next following section of this Act, certified by the chief weighmaster or by any weigh-master or assistant, shall be prima facie evidence of the facts set forth in such extract.

No. 5.

All weighmaster and their assistants shall make true weights, under the penalties in this Act provided, and keep a correct record of all weighing done by them at the places for which they are appointed, in which record shall be entered an accurate account of all grain weighed, or the weighing of which was supervised by them or their assistants, giving the amount of each weight, the number of each car weighed, the initial letter of each car or the name of each vessel, the place where weighed, the date of weighing and the contents of the car or cargo.

No. 6.

The fees for the weighing of grain shall be such as are determined by the Governor in Council, who may from time to time increase or reduce them.

No. 7.

The chief weigh-master may adopt rules and regulations for the weighing of grain in his division subject to the approval of the Minister of Trade and Commerce.

No. 8.

If any owner, lessee or other occupant of any elevator to which a weigh-master or assistant weigh-master has been appointed under this Act, by himself or by his agent or employee, refuses or prevents a weigh-master or any of his assistants from having access to such elevator or to any scales therein or connected therewith, in the regular performance of their duties in supervising the weighing of grain in accordance with this Act, he shall, upon summary conviction, be liable to a penalty not exceeding one hundred dollars for each offence.

No. 9.

The oath of office required under this Act, taken by the chief weigh-master, weigh-master or assistant weighmaster, shall be transmitted to and be filed in the department, and the justice of the peace administering the oath shall keep in his custody a copy thereof certified by him as such; and any copy so certified by such justice of the peace or by the Deputy Minister of Trade and Commerce shall be prima facie evidence of such oath.

No. 10.

For the purpose of verifying any statement made by a weighmaster of the quantity of grain weighed by him at any elevator, the books kept in connection with such elevator shall at all times be open to inspection by any authorized officer of the department.

No. 11.

Any person who directly or indirectly gives or offers, or promises to give, or procure o be given, any bribe, recompense, or reward to, or makes any collusive agreement with, any weighmaster or assistant, or who makes use of or threatens to make use of, any force, violence or restraint, or inflicts or threatens the infliction of any injury or loss upon any weighmaster or assistant, or upon any other person in order to improperly influence such weighmaster or assistant in the performance of his duties under this Act, is guilty of an indictable offence and liable to imprisonment for a term not exceeding two years or to a penalty not exceeding two hundred dollars, or to both.

APPENDIX 'D.'

CAR ORDER BOOK.

Date.....

ORDER.

1

.....Station.

To be placed at.....

Capacity of car.....

Destination.....

Date when supplied.....

Date when cancelled.....

Date when loaded.....

No. car supplied.....

I hereby declare by myself or agent appointed in writing that at time of making this order I am the actual owner of a car lot of grain for shipment.

(Applicant's signature).....

(Agent's signature).....

CAR ORDER BOOK.

Date.....

ORDER.

1

Station.....

To be placed at.....

Capacity of car.....

Destination.....

Date when supplied.....

Date when cancelled.....

Date when loaded.....

No. car supplied.....

I hereby acknowledge receipt of $2.00 fee with this order to be returned when this car is loaded, or cancelled before being supplied.

(Station agent's signature.)

.....

APPENDIX 'E.'

WINNIPEG, February 1, 1907.

HON. SIR RICHARD CARTWRIGHT, K.C.M.G.
Minister of Trade and Commerce,
Ottawa, Ont.

SIR,—In pursuance of the communication of the 23rd January from your Department, enclosing copy of letter from members of the House of Commons to the Right Honourable Premier, asking that the Royal Grain Commission be instructed to specifically investigate the status of terminal elevators, and to report thereon without waiting for the completeon of its general report, we would say we have already investigated the satus of the elevators at Fort William, but we are not prepared, and do not think it would be advisable to complete our report now on the Fort William elevators, owing to the fact that we must of necessity deal with all other elevators handling wheat to the eastward, and the fact that our findings in Great Britain may have an important bearing on the report. We cannot, therefore, go any further at present than to report as follows:—

1. We find that there is only one group of elevators now in Fort William owned and operated by a common carrier, namely, the elevators of the Canadian Pacific Railway Co. Another elevator (commonly known as King's), while owned by the Canadian Pacific Railway Co., is operated by a private company, but solely for the purpose of handling off grades and dirty grain. In our report we will have to deal specially with this elevator.

2. We find that the Canadian Northern elevator, while owned by the Canadian Northern Railway Co., is leased and operated by the British American Elevator Co., which is a Canadian branch of the Peavy Company of Minneapolis, which is engaged in the grain business.

3. We find that the Empire elevator is owned and operated by a private corporation, stockholders of which are also stockholders in four of the largest elevator companies in the west.

4. We believe that it is the purpose of a private corporation to build an elevator on the Kaministikwia river at Fort William, to be known as the Western elevator, the shareholders of which are members of grain dealing firms.

5. The Grand Trunk Pacific Railway Co. say it is not in a position to give definite information as to the operation of its elevators, but from its reply and from other sources of information we have reason to believe it is the intention to lease its elevators to a private corporation, and among the stockholders of this private corporation we understand there are stockholders of corporations engaged in the grain business.

6. We find that there is another elevator being built by the Ogilvie Milling Co. to replace the one which was wrecked in the spring of 1906. We understand this company purposes putting its elevator on the same basis as the other terminal elevators for the purpose of handling grain of all kinds owned by any shipper who may wish to make use of its building. As this elevator is designed no doubt largely for its own use as a milling company, we would require time for the consideration of what restrictions should be put upon it, and the matter will be dealt with in our full report.

7. We find it has been the tendency at Fort William for elevators to go under the control of private companies and we believe this tendency will continue. These private companies through their allied companies buying grain in the country are able to secure shipments of grain to their terminal elevators, and are thus in an advantageous position to compete with the elevators of common carriers, who have no control over the destination of grain carried by them.

8. We believe the operating of terminal elevators by private companies under the present regulations would be detrimental to the interests of the trade, and would tend to destroy public confidence in the results obtained therefrom. Our reasons for believing this are, that the elevator companies (if they so wished) would be able to manipulate the grades for their own benefit, and not to clean the grain up to the dockage set by the Government inspector.

9. The fact that an elevator is owned and operated by a railway company does not with the presnt regulations, in our opinion, necessarily insure protection to the public. We would like, however, to see the elevators at prsent owned, or to be owned, by the railways operated by them.

10. To prevent the evils that are made possible by the operation of terminal elevators under the present system, we do not think it wise to advise the Government to go to the length of taking over the terminal elevators or of prohibiting persons engaged in the grain trade being interested in such terminals. We believe it is possible to obtain a good service from these elevators under the present ownership by having a more thorough system of supervision and control.

11. From the correspondence we assume you expect us to report on a plan which would be satisfactory for the operating of those terminal elevators, but the matter opens up such a large question, and involves so many interests and so many phases of the trade that we do not feel it would be wise to report on this matter at the presen time.

We have the honour to be, Sir,

Your obedient servants,

JNO. MILLAR,

W. L. McNAIR,

GEO. E. GOLDIE.

REPORT

(70)

Of the Ottawa Improvement Commission for the nine months ended March 31, 1907.

As will be seen by the financial statement attached, the sum of $42,618.24 was received for debentures during the period covered by this report, three more having been sold to the Bank of Ottawa. There now remains only one to be disposed of, the last of the series of sixteen issued under the Act of 1903.

The expenditure for construction was $49,998.84, and for maintenance and repairs, $14,135.42.

The work done was as follows:—

King Edward Avenue—$690.13.

At the northern end of the avenue the sodding of the boulevard was completed and a row of elm trees planted on each side of the roadway.

King Edward Avenue Park—$4,381.90.

The work done consisted in grading and finishing the walks with shale and in grading, levelling and sodding the surface of the park. A fountain composed of concrete was constructed in the middle of the park and three sets of concrete steps were placed on the avenue side of th park opposite the streets running west. Maple trees were planted at intervals along the walks, and where the walks intersected flower beds were laid out. Along the southern boundary of the park a small plantation of evergreen shrubs was made.

Clemow Avenue—$76.13.

Some dead elm trees were taken out and new ones put in their place. The roadway from Concession street to Bank street was rolled.

Monkland Avenue—$141.66.

The expenditure was for quarrying and breaking some stone to be used next year on the roadway.

Rideau Canal Driveway—$690.13.

A part of the land just beyond the subway and lying between Pretoria and Strathcona avenues were graded, levelled and sodded. About 2,100 cubic yards of filling was deposited near the end of Mutchmore street, near the Rideau canoe club house, to raise to the proper level some low-lying ground at that place.

Patterson's Creek Parks—$4,338.83.

A stone wing wall was built on each side of the bridge crossing the creek at O'Connor street. Over 1,200 lineal feet of dry stone wall, 3 feet wide on top and 7 feet high, were built around the sides of that portion of the creek reaching from Clemow avenue to the canal. The wall around the sides of the creek was backed by quarry filling drawn from the quarry on the government reserve on Bell street. The

bed of the creek was cleaned and the material taken out was used to fill in behind the wall.

Strathcona Park—$1,826.24.

That part of the boulder wall facing the river and extending from Somerset street, to within a hundred yards of the southern end of the park, was finished, and about 1,300 lineal feet of concrete coping placed on top of the wall. The southern part of the park, reaching south from Somerset street, was graded, levelled and sodded, forming an area of about two acres to be used as a playground. The elevation at this end was terraced and the slopes sodded. A walk eight feet wide was set out around the playground and along the top of the terrace and covered with syenite screenings from the crusher. A set of concrete stairs was built in the slope of the terrace. Elms and maples were planted along the walk and edges of the playground, and a length of about 300 feet of macadamized roadway constructed.

Somerset Street Park—$2,828.93.

This park, containing a little over two acres, forms the square lying between Somerset, Bay, McLaren and Lyon streets. The site was graded, levelled and covered with good soil, on which about 6,500 square yards of sodding were laid. A walk 8 feet wide was set out near the outer edges of the park running along the four sides and parallel to the streets. Two other walks extending diagonally across the square from its four corners were laid out. These walks were covered with finely broken white stone (feldspar), and form a pleasing contrast to the green sward. A circular fountain made of concrete, with an inside diameter of 24 feet, was placed in the centre of the park and the necessary connections made with the city water service. A rockery was built around the fountain and four sets of concrete steps reaching from the ground to the top of the basin were constructed. On either side of the fountain two large circular flower beds were laid out. Five sets of concrete steps, three on Lyon street and one each on Somerset and McLaren streets, were placed at points where the level of the park is above the street level. At each of the entrances to the park a concrete foundation was set in the ground to serve as a base for a large flower vase. Maple trees were planted on the border of the outer walk, and a few of the trees which were planted some years ago on the street line were removed and placed in a better location.

Rockliffe Park—$1,254.58.

A fence of iron pipe and wire, about 2,700 feet in length, was built along the road reaching from the street-car pavilion to the National Park, and opposite the street-car pavilion was placed an iron gate with a brass railing leading to it. Two summer houses and a kiosk were put up and about a dozen rustic benches of ornamental design built around the trunk of trees in different parts of the park.

It is interesting to note that when in Ottawa last spring, Prince Arthur visited Rockliffe Park on several occasions, on one of which, April 22, 1906, in company with His Excellency Earl Grey, Mr. H. N. Bate, Chairman of the Commission, Commissioners Jos. Riopelle and C. R. Cunningham, and Dr. Wm. Saunders, Director of Dominion Experimental Farms, he planted three blue spruces. The trees are growing well and will be indicated by tablets bearing the name of the Prince and the date of planting.

National Park—$33,828.72.

One mile of macadamized road, extending from the bridge near McKay's or Hemlock lake to the rifle range, was completed and on either side was laid a line of 3-inch agricultural tiles to provide proper drainage. A row of elm trees, spaced 45 feet apart, was planted along each side of the mile of roadway. Along the bank of the river several large gullies, caused by landslides in former years, were filled in,

about 20,000 cubic yards of material being used for this purpose. Stone drains running from the south to the Ottawa river were laid at intervals across the park. These drains are 4 feet deep by 2 feet wide and have, in all, a length of about 10,000 feet. It is expected that these drains will prevent any further trouble from landslides and provide ample drainage for the park.

Some 200 toise of stone were quarried in the vicinity of the park, and half of it broken up for use on a roadway around McKay's lake, the other half being used for the drains. The ravine extending from the lake to the river, and which is thickly studded with large trees, was underbrushed and cleaned up.

Green and Maple Island—$631.72.

A quantity of earth filling, &c., was deposited on the islands and some grading and levelling done.

Maintenance—14,135.42.

A force of labourers and sub-foremen were employed as usual in taking care of the different works. The expenditure for this service was as follows:—

Strathcona Park	$ 1,039 20
Rockliffe Park	2,022 62
King Edward Avenue	1,980 38
Somerset Street Park	39 00
Rideau Canal Driveway	8,888 14
Minto Bridge	166 08
Total	$14,135 42

The commission learned with sincerest regret of the death of Sir William H. Hingston, which occurred on the 17th February, 1907. Sir William was appointed to the commission on June 17th, 1902, and although his public and professional duties made large demands on his time, he always took a deep interest in the commission's operations. His death is a loss not only to his fellow-members, but to the medical profession and the public life of Canada, in both of which he had attained high and honoured rank.

By the death of Mr. Robert Surtees, C.E., which occurred on the 29th September, 1906, the commission was also deprived of the service of a most capable officer. When the commission was organized in December, 1899, Mr. Surtees was appointed engineer, and, until failing health obliged him, some months before his death, to relinquish his labours, he designed all the commission's works and superintended their execution, discharging his duties in a most efficient and satisfactory manner.

H. N. BATE,
Chairman.

STEPHEN E. O'BRIEN
Secretary.

OTTAWA, December 11, 1907.

THE OTTAWA IMPROVEMENT COMMISSION.

Statement of Receipts and Expenditures up to 31st March, 1907.

	For 9 months ending 31st Mar., '07.	Total.
Receipts.		
Balance on hand 1st July, 1906	$ 1,750 97	
Government grant	45,000 00	$465,000 00
Debentures	42,618 24	256,930 45
Interest		1,330 31
Miscellaneous	50 00	2,704 74
On deposit savings bank, Bank of Ottawa	5,000 00	
	$94,419 21	$725,965 50
Expenditure.		
Princess Louise vista		$ 5,864 14
Road, Rideau Hall grounds		1,053 86
City streets		15,512 24
Storage shed		2,246 52
Minto bridge		41,152 74
Minto bridge maintenance	166 08	3,725 69
Baxter property		5,420 73
Keefer property		2,350 64
Keefer & McKay lots, N.E.	1,214 73	1,214 73
C.A.R. subway		13,197 24
Causeway over Dow's lake		24,315 85
Cartier square		213 34
King Edward avenue		92,237 39
King Edward avenue maintenance	1,980 38	7,308 40
King Edward avenue park	4,381 90	12,120 23
Rideau canal driveway maintenance	8,888 14	39,289 82
Rideau canal driveway	690 13	168,608 03
Somerset street park	2,828 93	3,410 74
Somerset street park maintenance	39 00	39 00
National park	33,828 72	91,247 48
Strathcona park	1,826 24	45,605 18
Strathcona park maintenance	1,039 20	1,297 97
Rockliffe park	1,254 58	5,860 57
Rockliffe park maintenance	2,022 62	5,832 80
Clemow avenue	76 13	23,013 30
Monkland avenue	141 66	5,653 18
Green and Maple islands	631 72	7,290 58
Patterson Creek parks	4,338 83	4,338 83
Contingencies	686 12	5,439 10
Office expenses	211 70	2,790 45
Printing and advertising	9 75	864 02
Syenite		3,514 75
Road machinery	95 00	11,597 38
Interest	528 70	1,889 63
Debentures	21,455 00	64,365 00
	$88,335 26	$719,881 55
Balance on hand	6,083 95	6,083 95
	$94,419 21	$725,965 50

STEPHEN E. O'BRIEN, *Secretary.*

(74B)

RETURN to Addresses of the House of Commons, dated the 12th and 18th December, 1907, for a copy of all correspondence between the Government of Canada and the Imperial authorities, and a copy of all correspondence between the Government of Canada and any person or persons, and of all reports communicated to the Government in respect to the Anglo-Japanese convention regarding Canada; also relating to the immigration of Chinese and Japanese into Canada.

R. W. SCOTT,
Secretary of State.

Letter No. 47.

PROVINCE OF BRITISH COLUMBIA.
GOVERNMENT HOUSE, VICTORIA, May 6, 1897.

To the Honourable The Secretary of State of Canada,
Ottawa.

SIR,—I have the honour to transmit herewith a certified copy of an approved Minute of the 30th ulto., embodying a resolution of the Legislative Assembly now in session relative to the present unrestricted immigration of Japanese into Canada.

E. DEWDNEY,
Lieutenant-Governor.

CERTIFIED copy of a report of a committee of the Honourable the Executive Council approved by His Honour the Lieutenant-Governor on the 30th day of April, 1897.

The Committee of Council submit for the approval of His Honour the Lieutenant-Governor the undermentioned resolution of the Legislative Assembly, namely:—

Whereas Her Majesty's Government have entered into a treaty with the Empire of Japan, whereby, among other articles, it is provided that any of Her Majesty's colonies may become parties to the said treaty, on applying to do so within a specified period: and

Whereas this province, from its geographical position is more immediately brought face to face with the question of Asiatic immigration than other provinces of the Dominion; and

Whereas the legislature have repeatedly expressed their opinion that such immigration should be restricted;

Resolved that a respectful Address be presented to His Honour the Lieutenant-Governor, praying him to convey to the Dominion Government the respectful request of that House that, should His Excellency's Government decide to become parties to the aforesaid treaty, they will make such stipulations as will prevent the unrestricted immigration of Japanese into Canada.

The committee advise that a copy of this Minute if approved, be forwarded to the Honourable the Secretary of State.

VICTORIA, April 29, 1897.

JAMES BAKER,
Clerk, Executive Council.

P. C. 243 K.

Letter No. 57.

PROVINCE OF BRITISH COLUMBIA.
GOVERNMENT HOUSE, VICTORIA, May 17, 1897.

To the Honourable The Secretary of State of Canada,
Ottawa.

SIR,—I have the honour to transmit, herewith, for the information of His Excellency the Governor General in Council, a copy of a letter received from His Imperial Japanese Majesty's Consul for Canada, in reference to the Bill alluded to in my despatch of the 14th inst., relating to the employment of Chinese or Japanese persons on works carried on under franchises granted by private Acts.

E. DEWDNEY,
Lieutenant-Governor.

IMPERIAL CONSULATE OF JAPAN,
VANCOUVER, B.C., 13th May, 1897

To the Hon. EDGAR DEWDNEY,
Lieut. Governor, B.C.

SIR,—I have the honour of informing you that I have, in the name of His Imperial Japanese Majesty's Government to protest against you giving assent to any and all Bills, preventing the employment of the Japanese subjects on works carried on under franchise granted by private Acts. This action on the part of the British Columbia Legislature is entirely contrary to the principles of the treaties now existing between Japan and Great Britain, by which the Japanese, unlike the Chinese, are protected from being placed under any discriminative laws in any of Her Britannic Majesty's Dominions and possessions.

I deem it therefore my right and duty to protest against your giving assent to any Bills containing clauses preventing the employment of the Japanese subjects.

It is the most unprovoking attacks ever made against the interest and dignity of the Japanese. I beg leave to call serious attention to the particular fact that there exists, in connection with the passage of these Bills for the insertion of the word 'Japanese' was effected by the members of the local legislatures, without one word of discussion or even explanation. It makes me doubt if it was done through some political animosities against the Japanese residents in the Province, but I hardly need to explain that in accordance with the existing treaty between Japan and Great Britain the Japanese subjects residing in the Dominion of Canada are entitled to the same privileges, liberties and rights, as they are freely enjoyed by the Canadian citizens in Japan. I see no reason why these rights could be rejected to the Japanese by the British Columbia Government, while she is one of Her British Majesty's possessions.

I beg further leave to state that I deem it my duty to ask you that you will deal with this important question with every justice and propriety so that the privileges and rights hitherto fully enjoyed by the Japanese subjects in this Province, shall be lawfully respected and protected according to the treaty obligations.

T. NOSSE,
H.I.J.M's Consul for Canada.

IMPERIAL CONSULATE OF JAPAN,
VANCOUVER, B.C., May, 19, 1897.

His Excellency the Governor General,
&c., &c., &c.

SIR, YOUR EXCELLENCY.—I have the honour of calling Your Excellency's serious attention to my telgraphic message which was forwarded to you on the 17th inst. relative to the Anti-Japanese bills which have been submitted by Lieutenant Governor Dewdney to Your Excellency's decision.

I beg leave to state that the British Columbia Legislatures, during their last sessions, have more than once passed bills prohibiting the employment of the Japanese subjects on works carried on under franchise granted by private acts.

I beg therefore further leave to protest, in the name of His Imperial Majesty's Government, against Your Excellency giving assent to any and all Bills of whatever nature which may tend to the discrimination of the Japanese subjects from other civilized nations.

I also beg to call Your Excellency's serious attention to the particular facts, which exist in connection with the passage of these bills in the British Columbia Legislatures for the insertion of the word 'Japanese' was effected by the members without one word of discussion or even explanation. It makes me doubt if it were done through some political animosities against the Japanese residents in this Province.

I hardly need to explain to Your Excellency that in accordance with the treaties between Japan and Great Britain the Japanese subjects residing in the Dominion of Canada are entitled to the same privileges, liberties and rights as they are freely enjoyed by the Canadian citizens in Japan and I see no reason why these rights could be refused to the Japanese subjects by the British Columbia Government on any of the governments constituting the Dominion of Canada.

I deem it, therefore, my right and duty to protest against Your Excellency's giving assent to the bills containing clauses, preventing the employment of the Japanese subjects and to request that Your Excellency will deal with this most important question with justice and propriety so that the privileges and rights hitherto fully enjoyed by the Japanese subjects in all the provinces under the Federal government of Canada be respected and protected according to the treaty obligations.

TATSZGORO, NOSSE,
H.I.J.M. Consul General.

P. C. 295 K.

CONSULATE OF JAPAN,
VANCOUVER, B.C., June 1, 1897.

The EARL OF ABERDEEN,

SIR, YOUR EXCELLENCY.—In reference to my telegraphic dispatch of the 17th and also to my dispatch under date of the 19th ult., I have the honour of informing Your Excellency that I have been instructed by His Imeprial Japanese Majesty's Government to protest against Your Excellency giving assent to the particular clauses containing the word 'Japanese' in the so-called Oriental Labour Bill, submitted by the Lieut.-Governor Dewdney to Your Excellency's decision, on the ground that the said Bill, so far as it concerns the Japanese, is most unjust and unfriendly measures ever taken by any civilized government against a friendly nation of Great Britain and her dependencies.

I have therefore the honour of protesting against Your Excellency giving assent to the Bill above referred to and also of calling your serious attention to the various facts in connection with the passage of the said bills by the British Columbia legislatures and the insertion of the word 'Japanese' thereto.

The Bill originally had not contained the word 'Japanese,' but an amendment of inserting them was made by a member and then it was effected without a discussion and even an explanation why this insertion of the words 'Japanese' was believed necessary, was not given by the members.

This action on the part of the local legislatures proves that the insertion of the words 'Japanese' in the Bill was entirely uncalled for and never for a moment warranted by any facts of whatever. They are, it appears, solely planned to do wrong and injustice to the interest and dignity of the Japanese subjects residing in this province.

Although hardly necessary, I may point out that the passage of such a Bill by one of the provincial legislatures, and of Your Excellency granting the Royal assents thereto will tend eventually to the manifestation of an unfriendly feeling by the local people toward the Japanese residents and especially in the form in which the said Bill has passed the British Columbia legislatures it will be obvious to Your Excellency that the Japanese subjects are to be discriminated alike the Chinese and that the full rights and liberty provided for in the Treaty between Japan and Great Britain will no longer be respected. The result of such unfair and unfriendly measures on the part of the Canadian government had they become law, would very naturally have led to the serious complications between the nations interested.

It is my sincere and earnest desire, therefore, that Your Excellency's fair and just decision will result in the Royal assent being withheld from a measure which

would be grossly unjust and unfriendly to the people of one of Britannic Majesty's friendly powers, while being of no real benefit to the welfare and prosperity of the province concerned.

TATSZGORO NOSSE,
H.I. J.M.'s Consul General for Canada.

His Imperial Japanese Majesty's Consulate.
Vancouver, B.C., 14th March, 1898.

The Right Honourable Sir Wilfred Laurier,
Prime Minister and President of the Council.

Sir,—I have the honour of addressing you, as I had to His Excellency the Governor General, respecting a bill introduced in the House of Commons, by Mr. McInnis, making the Chinese Immigration Act applicable to the Japanese, and increasing the poll tax to five hundred dollars.

You are convinced, I believe, that it is unfair and unjust to legislate, or even attempt to legislate, discriminately against the subject of the country which I have the honour to represent here, whose progress in civilization has excited the admiration of the world, and who has been internationally recognized as the equal of any country, in the same way as against the Chinese. Also I believe that the temper of higher class in this country in these matters is entirely different from that of certain elements of labourers whose views some politicians are forced to support. But if the bill shall have any great number of supporters in, or should it pass through the House of Commons or parliament, Japanese nation cannot be helped considering it as the attitude of Canada towards their country. To say nothing about affecting the most cordial feeling which happily exists at present between the Dominion of Canada and the Empire of Japan, it may hinder the development of the trade and commerce between both countries, which bids fair to grow year by year.

For the highest interests of both countries it is, therefore, to be earnestly hoped that you may use your influence to cause the Bill to be withdrawn, or to minimize the number of supporters of the bill. I may say confidentially, in addition, that I am communicating with my government in this matter, and that I myself, or Consul Nosse, who is now stationed at Chicago, but who has consular jurisdiction over the Eastern Canada, may be instructed to proceed over there. If I go you will be requested to favour me with an interview in this matter.

I avail myself f this occasion to express to you the assurance of my highest consideration.

S. SHIMIZU,
His Imperial Japanese Majesty's Consul.

Privy Council, Canada,
Ottawa, 23rd March, 1898.

S. Shimizu, Esq.,
His Imperial Japanese Majesty's Consul,
Vancouver, B.C.

Sir,—I have the honour to acknowledge the receipt of your letter of the 14th inst. Mr. McInnis, as you are aware, in proposing the bill to which you call my attention, is acting in the exercise of his rights as a member of the House of Commons of Canada. I will not fail to lay before my colleagues the representations which you have conveyed to me in your letter. I venture to express the hope and belief that the good relations which at present exist between Japan and the British Empire will not be marred in any way by anything that may take place in Canada.

WILFRID LAURIER.

SESSIONAL PAPER No. 74b

P.C. 822 K.

THE 1ST OF APRIL, 1898.
AT GOVERNMENT HOUSE,
VICTORIA, B.C.

The Honourable,
The Secretary of State,
Ottawa, Can.

SIR,—I have the honour to transmit, herewith a certified copy of a minute of my Executive Council, aproved on the 23rd ultimo, making representations to the Federal Government with a view to restricting the immigration into British Columbia of an undesirable class of aliens, and further that steps be taken for the maintenance of sick and indigent British subjects who may be stranded in this province on their way to or return from the Yukon district.

THOS. R. McINNES,
Lieutenant Governor.

PROVINCE OF BRITISH COLUMBIA.

COPY of a report of a committee of the Honourable the Executive Council, approved by His Honour the Lieutenant-Governor on the 23rd day of March, 1898.

The Committee of Council submit for the approval of His Honour the Lieutenant-Governor the undermentioned resolution of the Legislative Assembly, namely:

Whereas by Section 91 of the 'British North America Act' it is provided that .....the exclusive legislative authority of the Parliament of Canada extends to all subjects next hereafter enumerated, that is to say:—

Sub-section (11) Quarantine and establishment of marine hospitals.

Sub-section (25).....Aliens.

Sub-section (29) Such classes of subjects as are expressly excepted in the enumeration of the classes of subjects by this Act assigned exclusively to the Legislatures of the Provinces.

And by section 95.....It is hereby declared that the Parliament of Canada may from time to time make laws in relation.....immigration into all or any of the Provinces; and

Whereas thousands and tens of thousands of people from numerous parts of the world are flocking to the Yukon territory in search of gold; and

Whereas a large portion of these people are inexperienced and ignorant of the nature and difficulties connected with their undertaking, are many of them not British subjects, and are possessed of very limited means; and

Whereas numerous disappointments and failures must be the natural outcome of such a state of affairs, thus throwing upon society a large number of sick and indigent persons, criminals, and people of unsound mind, and

Whereas, from its geographical position in relation to the Yukon territory, the Province of British Columbia becomes the easiest refuge for such an undesirable class of people; and

Whereas the large revenue derived from the immigration to the Yukon district is almost wholly absorbed by the Dominion Government;

Therefore, be it resolved, that a humble address be presented to His Honour the Lieutenant-Governor, praying him to move the Dominion Government—

1. To take effective steps at the ports of embarkation and debarkation to prevent sick and indigent persons, criminals, and lunatics who are not British subjects from emigrating to British Columbia:

2. To take effective steps for the reception and maintenance of sick and indigent persons, criminals and lunatics who may be British subjects, and who may be landed in British Columbia.

The Committee advise that a copy of this Minute if approved, be forwarded to the Honourable the Secretary of State.

JAMES BAKER,
Clerk, Executive Council.

HIS IMPERIAL JAPANESE MAJESTY'S CONSULATE FOR CANADA,
VANCOUVER, B.C., 10th May, 1898.

The Earl of Aberdeen,
&c., &c., &c., &c.

YOUR EXCELLENCY,—I have the honour of calling Your Excellency's attention to a provision in the several railway bills and other private bills which have passed or may pass through the legislative assembly of the province of British Columbia, and to which assent may be given by His Honour the Lieutenant Governor of that province, prohibiting the employment of subjects of Japan in the construction or operation of the various railways or other undertakings which may be built or carried out under the sought-for charters. I, in the name of His Imperial Japanese Majesty's government, most respectfully protest, as far as Japanese persons are concerned, against any such discrimination against the subjects of a friendly nation whose government I have the honour to represent here, on the following grounds:—

1. That no satisfactory reason has been or can possibly be given, for such discrimination in the legislative assembly above stated.

2. That the article of the Revised Treaty of Commerce and Navigation between Japan and Great Britain provides that 'the subjects of each of the two high contracting parties shall have full liberty to enter, travel or reside in any part of the dominions and possessions of the other contracting party, and shall enjoy full and perfect protection for their person and property;' and the Article 15 of the same that 'the high contracting parties agree that, in all concerns, commerce and navigation, and privilege, favour, or immunity which either contracting party has actually granted, or may hereafter grant, to the government, ships, subjects or citizens of any other state shall be extended immediately and unconditionally to the government, ships, subjects or citizens of the other contracting party, it being their intention that the trade and navigation of each country shall be placed in all respects by the other on the footing of the most-favoured nations.'

3. That though the Dominion of Canada does not participate in the revised treaty referred to, it is contradictory to international usage that a nation subject to the duties and privileges of international law, be adversely discriminated in legislation in a friendly country.

4. That while the legislators of the province of British Columbia apparently look upon the Japanese in the same light as Chinese, it is a well known fact that the education and character, customs and manners of Japanese are entirely different from those of Chinese, so that the principal argument of the legislators is contradicted by the fact.

5. That the number of Japanese residents in British Columbia, not exceeding one thousand and odd persons, is less than one-tenth of that of Chinese.

6. That the government of Japan controls the movements of emigrants by enforcing the emigration regulations, no intending emigrant being allowed to leave the country unless the proper authorities are satisfied that he has good reason to emigrate to a certain country, so that the emigration into any country can be restricted to proper extent by the government of Japan.

7. That such discrimination would tend to be detrimental to some extent to the development of the international trade between Canada and Japan, which the governments of the two countries are now endeavouring to foster.

I therefore most respectfully request that Your Excellency will give these provisions in the bills referred to such consideration as will lead to Your Excellency's disallowance.

S. SHIMIZU,
His Imperial Japanese Majesty's Consul.

HIS IMPERIAL JAPANESE MAJESTY'S CONSULATE FOR CANADA,
VANCOUVER, B.C., 16th May, 1898.

His Excellency
The Governor General,
&c., &c., &c.

YOUR EXCELLENCY,—I have the honour of calling Your Excellency's attention to a section of a bill intituled: 'An Act to amend the British Columbia Public Works Loan Act, 1897,' which passed through the legislative assembly of the province of British Columbia, and to which assent may be given by His Honour the Lieutenant Governor of that province, prohibiting Chinese or Japanese persons to be employed or permited to work in the construction or operation of any undertaking thereby subsidized. I, in the name of His Imperial Japanese Majesty's Government, most respectfully protest, as far as Japanese persons are concerned, against such discrimination against the subjects of a friendly nation, whose government I have the honour to represent here, on the same grounds as those that I have propounded in protesting against a provision of the same nature contained in the various railway bills and several private bills, in my despatch addressed to Your Excellency on the 10th instant, and most respectfully request that Your Excellency will give the section referred to such consideration as will lead to Your Excellency's disallowance.

S. SHIMIZU,
His Imperial Japanese Majesty's Consul.

HIS IMPERIAL JAPANESE MAJESTY'S CONSULATE FOR CANADA,
VANCOUVER, B.C., 28th May, 1898.

His Excellency
The Governor General of Canada,
Ottawa.

YOUR EXCELLENCY,—As a supplementary to my despatch of 10th instant, protesting against a provision in the several railway bills and other private bills of the legislative Assembly of British Columbia, I have the honour of forwarding to Your Excellency herein enclosed a list of the Acts that have passed the legislative assembly in its last session and received the assent of His Honour the Lieutenant Governor of that province, on the 20th instant, in which anti-Japanese clauses will be found.

S. SHIMIZU,
His Imperial Japanese Majesty's Consul.

List of Acts in which the anti-Japanese clauses will be found:—

4. An Act to incorporate the Mountain Tramway and Electric Company.
5. An Act to incorporate the Kitmat Railway Company, Limited.
7. An Act to incorporate the Alice Arm Railway.
8. An Act to incorporate the South-east Kootenay Railway Company.
9. An Act to incorporate the Kootenay and North-west Railway Company.
12. An Act to incorporate the Revelstoke and Cassiar Railway Company.
13. An Act to incorporate the Skeena River and Eastern Railway Company.
14. An Act to incorporate the Arrowhead and Kootenay Railway Company.

15. An Act to incorporate the East Kootenay Valley Railway Company.

16. An Act to incorporatet the North Star and Arrow Lake Railway Company.

17. An Act respecting the Nanaimo Electric Light, Power and Heating Company, Limited.

19. An Act to incorporate the British Columbia Great Gravel Dredge Mining Corporation.

20. An Act to incorporate the Skeena River Railway Colonization and Exploration Company.

21. An Act to incorporate the Downie Creek Railway Company.

26. An Act to incorporate the Canadian Yukon Railway Company.

28. An Act to incorporate the Red Mountain Tunnel Company, Limited.

37. An Act to authorize the Cowichan Lumber Company, Limited, to construct a dam and works on the Cowichan River, in the Quamichan district and also to construct a tramway to connect the said dam and works with a point at or near the mouth of the Cowichan River.

39. An Act to incorporate the Portland and Stikine Railway Company.

41. An Act to amend the Tramway Company Incorporation Act.

P. C. 975—K.

(Telegram.)

Mr. Chamberlain to Lord Aberdeen.

London, 18th June, 1898.

Referring to your despatch No. 145, May 30th, send copy of bills with observations of your Ministers as soon as possible. Hope advice of your Ministers as to disallowance may be delayed till I have had opportunity for consideration. See Lansdowne's secret despatch 20 December, 1887.

CHAMBERLAIN.

1033—K.

Downing Street, 20th July, 1898.

Governor General
The Right Honourable
The Earl of Aberdeen, P.C., G.C.M.G.

My Lord,—I have the honour to acknowledge the receipt of your despatches of the numbers and dates noted in the margin, in which you forwarded copies of various communications received by you from the Japanese Consul for Canada respecting the anti-Japanese legislation recently passed by the legislature of British Columbia.

2. I shall be glad if you will lose no time in transmitting, in accordance with the request contained in my telegram of the 18th June, copies of the Acts to which M. Shimizu takes exception, together with the observations of your ministers thereon.

3. In the meantime I have to request that you will impress upon your ministers that restrictive legislation of the type of which the legislation in question appears to be is extremely repugnant to the sentiments of the people and government of Japan, and you should not fail to impress upon them the importance, if there is any real prospect of a large influx of Japanese labourers into Canada, of dealing with it by legislation of the Dominion parliament on the lines of the accompanying Natal Act, which is likely to be generally adopted in Australia.

J. CHAMBERLAIN.

The Immigration Restriction Act, 1897.—Arrangement of Clauses.

Preamble.

1. Short title.
2. Exemptions.
3. Prohibited immigrants.
4. Unlawful entry of prohibited immigrants.
5. Entry permitted on certain conditions.
6. Persons formerly domiciled in Natal.
7. Wives and children.
8. Liability of masters and owners of ship for illegal landing of immigrants.
9. Disabilities of prohibited immigrants.
10. Contract for return of prohibited immigrants.
11. Offence of assisting in contraventions.
12. Offence of assisting contravention by persons named in section 3.
13. Bringing insane persons into colony.
14. Powers of police to prevent entry.
15. Officers for carrying out Act.
16. Rules.
17. Punishments.
18. Jurisdiction of magistrates.

Schedule A.

Schedule B.

(No. 1, 1897.)

WALTER HELY-HUTCHINSON,
Governor.

ACT.

To place certain restrictions on Immigration.

WHEREAS it is desirable to place certain restrictions on immigration:—

Be it therefore enacted by the Queen's Most Excellent Majesty, by and with the advice and consent of the Legislative Council and Legislative Assembly of Natal, as follows:—

1. This Act may be known as 'The Immigration Restriction Act, 1897.'

2. This Act shall not apply to:—

(*a.*) Any person possesed of a certificate in the form set out in the Schedule A to this Act annexed and signed by the Colonial Secretary, or the Agent General of Natal, or any officer appointed by the Natal government for the purposes of this Act whether in or out of Natal.

(*b.*) Any person of a class for whose immigration into Natal provision is made by law or by a scheme approved by government.

(*c.*) Any person specially exempted from the operation of this Act by a writing under the hand of the Colonial Secretary.

(*d.*) Her Majesty's land and sea forces.

(*e.*) The officers and crew of any ship of war of any government.

(*f.*) Any person duly accredited to Natal by or under the authority of the Imperial or any other government.

3. The immigration into Natal, by land or sea of any person of any of the classes defined in the following subsections, hereinafter called 'prohibited immigrant' is prohibited, namely:—

(*a.*) Any person who, when asked to do so by an officer appointed under this Act, shall fail to himself write out and sign, in the characters of

any language of Europe, an application to the Colonial Secretary in the form set out in Schedule B to this Act.

(*b.*) Any person being a pauper, or likely to become a public charge.

(*c.*) Any idiot or insane person.

(*d.*) Any person suffering from a loathsome or a dangerous contagious disease.

(*e.*) Any person who, not having received a free pardon has within two years been convicted of a felony or other infamous crime or misdemeanor involving moral turpitude, and not being a mere political offence.

(*f.*) Any prostitute, and any person living on the prostitution of others.

4. Any prohibited immigrant making his way into, or being found within, Natal, in disregard of the provisions of this Act, shall be deemed to have contravened this Act, and shall be liable, in addition to any other penalty, to be removed from the colony, and upon conviction may be sentenced to imprisonment not exceeding six months without hard labour: Provided that such imprisonment shall cease for the purpose of deportation of the offender, or if he shall find two approved sureties each in the sum of fifty pounds sterling, that he will leave the colony within one month.

5. Any person appearing to be a prohibited immigrant within the meaning of section 3 of this Act and not coming within the meaning of any of the subsections (C), (D), (E), (F), of the said section 3 shall be allowed to enter Natal upon the following conditions:—

(*a*) He shall, before landing, deposit with an officer appointed under this Act the sum of one hundred pounds sterling.

(*b*) If such person shall, within one week after entering Natal, obtain from the Colonial Secretary, or a magistrate, a certificate that he does not come within the prohibition of this Act, the deposit of one hundred pounds sterling shall be returned.

(*c*) If such person shall fail to obtain such certificate within one week, the deposit of one hundred pounds sterling may be forfeited, and he may be treated as a prohibited immigrant.

Provided that, in the case of any person entering Natal under this section, no liability shall attach to the vessel or to the owners of the vessel in which he may have arrived at any port of the colony.

6. Any person who shall satisfy an officer appointed under this Act that he has been formerly domiciled in Natal, and that he does not come within the meaning of any of the subsections (C), (D), (E), (F), of section 3 of this Act, shall not be regarded as a prohibited immigrant.

7. The wife and any minor child of a person not being a prohibited immigrant shall be free from any prohibition imposed by this Act.

8. The master and owners of any vessel from which any prohibited immigrant may be landed shall be jointly and severally liable to a penalty of not less than one hundred pounds sterling, and such penalty may be increased up to five thousand pounds sterling by sums of one hundred pounds sterling, each for every five prohibited immigrants after the first five, and the vessel may be made executable by a decree of the Supreme Court in satisfaction of any such penalty, and the vessel may be refused a clearance outwards until such penalty has been paid, and until provision has been made by the master to the satisfaction of an officer appointed under this Act for the conveyance out of the colony of each prohibited immigrant who may have been so landed.

9. A prohibited immigrant shall not be entitled to a license to carry on any trade or calling, nor shall he be entitled to acquire land in leasehold, freehold, or otherwise to exercise the franchise, or to be enrolled as a burgess of any borough

or on the roll of any township; and any license or franchise right which may have been acquired in contravention of this Act shall be void.

10. Any officer thereto authorized by government may make a contract with the master, owners, or agent of any vessel for the conveyance of any prohibited immigrant found in Natal to a port in or near to such immigrant's country of birth, and any such immigrant with his personal effects may be placed by a police officer on board such vessel, and shall in such case, if destitute, be supplied with a sufficient sum of money to enable him to live for one month according to his circumstances in life after disembarking from such vessel.

11. Any person who shall in any way wilfully assist any prohibited immigrant to contravene the provisions of this Act shall be deemed to have contravened this Act.

12. Any person who shall in any way wilfully assist the entry into Natal of any prohibited immigrant of the class (*f*) in section 3 of this Act shall be deemed to have contravened this Act, and shall upon conviction be liable to be imprisoned with hard labour for any period not exceeding twelve months.

13. Any person who shall be wilfully instrumental in bringing into Natal an idiot or insane person without written or printed authority, signed by the Colonial Secretary, shall be deemed to have contravened this Act, and in addition to any other penalty shall be liable for the cost of the maintenance of such idiot or insane person whilst in the colony.

14. Any police officer or other officer appointed therefor under this Act may, subject to the provisions of section 5, prevent any prohibited immigrant from entering Natal by land or sea.

15. The Governor may from time to time appoint, and at pleasure remove, officers for the purpose of carrying out the provisions of this Act, and may define the duties of such officers, and such officers shall carry out the instructions from time to time given to them by the ministerial head of their department.

16. The Governor in Council may, from time to time, make, amend and repeal rules and regulations for the better carrying out of the provisions of this Act.

17. The penalty for any contravention of this Act or any rule or regulation passed thereunder, where no higher penalty is expressly imposed, shall not exceed a fine of fifty pounds sterling, or imprisonment with or without hard labour, until payment of such fine or in addition to such fine, but not exceeding in any case three months.

18. All contraventions of this Act or of rules or regulations thereunder and suits for penalties or other moneys not exceeding one hundred pounds sterling shall be cognizable by magistrates.

Colony of Natal.

This is to certify that of
aged by trade or calling a is a fit
and proper person to be received as an immigrant in Natal.

Dated at this day of .

(Signature)

SCHEDULE B.

To the Colonial Secretary.

SIR,—I claim to be exempt from the operation of Act No. 1897.
My full name is My place of abode for
the past twelve months has been

My business or calling is
I was born at in the year
Yours, &c.,

Given at Government House, Natal, this fifth day of May, 1897

By command of His Excellency the Governor.
THOS. K. MURRAY,
Colonial Secretary.

GOVERNMENT HOUSE,
VICTORIA, B.C. 23rd December, 1898.

The Honourable
The Secretary of State,
Ottawa, Canada.

SIR,—I have the honour to acknowledge the receipt of your letter of the 15th instant, calling my attention to your letter of the 17th ultimo, respecting the protest of the Japanese minister against certain Acts of the legislature of this province aimed at the exclusion of Japanese subjects from employment in this province, and in reply to state that I have forwarded copy of your letter to my executive council with the request that they give it their early attention, and furnish His Excellency with their views upon the subject with as little delay as possible.

THOS. R. McINNES,
Lieutenant-Governor.

EXTRACT *from a Report of the Committee of the Honourable the Privy Council, approved by His Excellency on the 10th November, 1898.*

The committee of the Privy Council have had under consideration a despatch, hereto annexed, dated 11th August, 1898, from the Right Honourable Mr. Chamberlain, transmitting copies of correspondence with the Foreign Office, respecting a note from the Japanese Minister complaining of the recent Acts of the Legislature of British Columbia aimed at the exclusion of Japanese subjects from employment in that province.

The committee, on the recommendation of the Minister of Justice, to whom the despatch was referred, advise that a copy of the said despatch and of the accompanying correspondence with the Foreign Office, be transmitted to the Lieutenant Governor of the province of British Columbia, and that he be requested to state the views of his government upon the subject for the information of Your Excellency in replying to Mr. Chamberlain's despatch.

All of which is respectfully submitted for Your Excellency's approval.

JOHN J. McGEE,
Clerk of the Privy Council.

Mr. Chamberlain to Lord Aberdeen.

DOWNING STREET, 11th August, 1898.

Governor General,
&c., &c., &c.

MY LORD,—With reference to my telegram of the 18th June and my despatch No. 214 of the 20th ult., I have the honour to transmit to you for communication to your ministers copies of correspondence with the Foreign Office respecting a note from the Japanese minister at this court, complaining of the recent bills of the Legisla-

ture of British Columbia aimed at the exclusion of Japanese subjects from employment in that province.

I shall be glad if you will move your ministers to give their early consideration to this matter.

J. CHAMBERLAIN.

FOREIGN OFFICE, 6th August, 1898.

The Under Secretary of State,
Colonial Office.

SIR,—I am directed by the Marquis of Salisbury to transmit, to be laid before the Secretary of State for the Colonies, copy of a note which has been received from the Japanese minister at this court, complaining of recent legislation in British Columbia for the exclusion of Japanese subjects from employment in that province.

His Lordship would be glad to be informed what answer Mr. Secretary Chamberlain would suggest to be returned to the Japanese Minister's note.

FRANCIS BERTIE.

JAPANESE LEGATION, 3rd August, 1898.

The Marquis of Salisbury, K.G., &c., &c., &c.

MY LORD MARQUIS.—The legislative assembly of the province of British Columbia, in the Dominion of Canada, passed in the month of May last, an Act "to prohibit the employment of Chinese and Japanese persons on work carried on under the franchises granted by private Acts," also another Act "to amend the British Columbia Public Works Loan Act, 1897," and several railway and other private bills, all of which contain provisions prohibiting the employment of Japanese subjects in several works, public and private, under the penalty of a fine for each Japanese so employed. The Japanese Consul at Vancouver has, therefore, under instructions of the Imperial government entered a protest to the Lieutenant Governor of the province in the hope that the necessary approval of the Governor might be withheld from these enactments. His representations were, however, fruitless, and the Acts were approved by the Lieutenant Governor, and are now awaiting the assent of the Governor General of Canada.

My government, although they confidently believe that the legislation so unfriendly and discriminating against Japanese subjects would not receive the sanction of the Governor General, have instructed me to call the attention of Her Majesty's Goverment to the matter.

The impropriety of such discriminating legislation against the subjects of a friendly state is evident in itself and requires hardly any comment on the part of my government. The Japanese subjects in Canada are not large in number. So far as my government are aware they have always been law-abiding and have done nothing that might necessitate a legislative action adverse to their interests. Moreover, in the opinion of my government, such measures if allowed to become law, cannot but injuriously affect the cordial and commercial relations which now happily exist between Japan and the Dominion of Canada, and which have every prospect of further developments in the near future.

I have therefore the honour to ask the good offices of your lordship so that Her Majesty's government may see their way to exercise their influence with the Governor General of Canada in order that his assent may be withheld from the aforesaid legislation of British Columbia.

KATO.

DOWNING STREET, 11th August, 1898.

The Under Secretary of State,
Foreign Office.

SIR,—In reply to your letter of the 6th inst., inclosing a copy of a note from the Japanese minister at this court protesting against recent legislation in British Columbia for the exclusion of Japanese subjects from employment in that province, I am directed by Mr. Secretary Chamberlain to acquaint you for the information of the Marquis of Salisbury that no reply has yet been received to the communications addressed to the Governor General on this subject.

A copy of Mr. Kato's note will, however, be sent to him, with a request that he will press his ministers for early consideration of the matter, and in the meantime I am to suggest that M. Kato should be informed that Mr. Chamberlain is in communication with the Governor General of Canada on this subject.

C. P. LUCAS.

EXTRACT from a Report of the Committee of the Privy Council, approved by the Governor General on the 7th December, 1898.

The committee have had under consideration the annexed report dated November 8, 1898, from the Minister of Justice upon the Statutes of the Province of British Columbia, passed in the sixty-first year of Her Majesty's reign (1898), and received by the Secretary of State of Canada on June 8, 1898.

The minister is of opinion that these statutes may be left to their operation without comment, with the exception of those specially referred to in the said report, and which are the following:—

Chapter 40 'An Act to give effect to the Revised Statutes of British Columbia.'

Chapter 49 'An Act respecting the Canadian Pacific Navigation Company (Limited).'

Chapter 28 'An Act relating to the employment of Chinese or Japanese persons on works carried on under Franchises granted by private Acts.'

Chapter 10 'An Act to confirm an agreement between Her Majesty in right of Her Province of British Columbia and Frank Owen and William John Stokes, and to incorporate the Cariboo-Omineca Chartered Company.'

Section 30 of this chapter provides that 'no Chinese or Japanese person shall be employed in the construction or operation of the undertaking hereby authorized, under a penalty of five dollars per day for each and every Chinese or Japanese person employed in contravention of this section, to be recovered on complaint of any person under the provisions of the Summary Convictions Act.'

Chapters 30, 44, 46, 47, 48, 50, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63, 64. Each of these statutes contains a provision similar to section 30 of chapter 10 prohibiting the employment of Chinese or Japanese persons by the respective Companies.

The committee concur in the said report and submit the same for Your Excellency's approval and advise that a certified copy of this minute, if approved, together with a copy of the said report of the Minister of Justice, and of the papers accompanying the same, be transmitted to the Lieutenant Governor of the province of British Columbia for the information of his government.

JOHN J. McGEE,
Clerk of the Privy Council.

DEPARTMENT OF JUSTICE, CANADA,
OTTAWA, November 8, 1898.

To His Excellency the Governor General in Council:

The undersigned has had under consideration the statutes of the province of British Columbia, passed in the sixty-first year of Her Majesty's reign (1898), and

received by the Secretary of State for Canada on 8th June, 1898, and he is of opinion that these statutes may be left to their operation without comment, with the exception of those hereafter specially referred to:—

Chapter 40, 'An Act to give effect to the Revised Statutes of British Columbia.'

This statute relates to the recent revision of the provincial statutes and gives effect to the revision. Without referring particularly to the various objections which have been stated in the reports of the undersigned's predecessors in office upon the statutes contained in the revision from time to time as they were enacted, the undersigned intends that these objections, so far as applicable, shall be considered to apply to the revised statutes. Having regard to previous comments and to the above observation, the undersigned does not consider it necessary to make any special remarks with regard to any of the revised statutes other than chapter 107, 'The Jurors' Act,' as to which he observes that sections 75 to 82, inclusive, relate to juries in criminal cases, and appear to contain substantially re-enactments of the corresponding provisions of the Criminal Code, 1892. These affect matters of criminal procedure and are *ultra vires* of the legislature. The undersigned does not propose on that account that the statute should be disallowed, because the provisions in question are not inconsistant with the Criminal Code, and to disallow the statute which gives effect to the revision might cause serious inconvenience. It is very undesirable, however, that a provincial legislature should enact rules of criminal procedure, even although they be copied from the Criminal Code. Such rules can receive no effect from provincial enactment, and as amendments are being frequently made to the code, the provincial rules might soon become inconsistent therewith, in which case there would be a liability to error from having incompatible rules affecting the same subject appearing upon the two statute-books. The undersigned considers, therefore, that the sections in question should be repealed, and he recommends that the provincial government be requested to introduce the necessary legislation at the next session of the legislature.

Chapter 49.—'An Act respecting the Canadian Pacific Navigation Company, Limited.'

Among the powers conferred upon the company is one stated in the following terms:—

'(*a*) To purchase, charter, hire, build, or otherwise acquire steamships and other vessels of any description, and to employ the same in the conveyance of passengers, mails, cattle, produce and merchandise of all kinds, and in towing vessels of all kinds, and lumber, between any parts of British Columbia and elsewhere, as may seem expedient, and to acquire any postal or other subsidies.'

It is beyond the authority of a provincial legislature to authorize the establishment or operation of a line of steam or other ships connecting the province with any other or others of the provinces, or extending beyond the limits of the province, or between the province and any British or foreign country. The words 'and elsewhere, as may seem expedient' in the paragraph quoted, would seem to indicate that it is intended to authorize the company to carry on a shipping business between the province and other places outside the limits of the province, and they should, for that reason, be struck out. The undersigned recommends that the matter be called to the attention of the provincial government, and that the government be requested to state whether a proper amendment will be made within the time limited for disallowance. Meantime the undersigned withholds any further recommendation with regard to this Act.

Chapter 28.—'An Act relating to the employment of Chinese or Japanese persons on works carried on under franchises granted by private Acts.'

The Act is given the short title of the 'Labour Regulation Act, 1898,' and is in effect similar to the Bill passed by the legislative assembly of the province of British Columbia in 1897, entitled: 'An Act relating to the employment of Chinese or

Japanese persons on works carried on under franchises granted by private Acts,' which was reserved by the Lieutenant Governor for the pleasure of His Excellency in Council, and which was the subject of a report by the predecessor in office of the undersigned, approved by His Excellency in Council on 15th December, 1897, and as to which His Excellency's government declined to give effect. The Act defines the terms 'Chinese' and 'Japanese' as meaning any native of the Chinese or Japanese empires ,or their dependencies, not born of British parents, and as including any person of the Chinese or Japanese races. It disqualifies from employment by persons or companies exercising provincial franchises Chinese or Japanese persons as so defined, and renders such persons or companies employing them liable to penalties for such employment.

Chapter 10.—'An Act to confirm an agreement between Her Majesty in right of her province of British Columbia and Frank Owen and William John Stokes, and to incorporate the Cariboo-Omineca Chartered Company.'

Section 30 of this chapter provides that 'no Chinese or Japanese person shall be employed in the construction or operation of the undertaking hereby authorized, under a penalty of five dollars per day, for each and every Chinese or Japanese person employed in contravention of this section, to be recovered on complaint of any person under the provisions of the "Summary Convictions Act."'

Chapter 30—'An Act to amend the British Columbia Public Works Loan Act, 1897.'

Chapter 44—'An Act to amend the Tramway Incorporation Act.'

Chapter 46—'An Act to incorporate the Alice Arm Railway.'

Chapter 47—'An Act to incorporate the Arrowhead and Kootenay Railway Company.'

Chapter 48—'An Act to incorporate The British Columbia Great Gold Gravels Dredge-Mining Corporation.'

Chapter 50—'An Act to incorporate the Canadian Yukon Railway Company.'

Chapter 52—'An Act to incorporate the Downie Creek Railway Company.'

Chapter 53—'An Act to incorporate the East Kootenay Valley Railway Company.'.

Chapter 54—'An Act to incorporate the Kittimaat Railway Company, Limited.'

Chapter 55 'An Act to incorporate the Kootenay and North-west Railway Company.'

Chapter 56 'An Act to incorporate the Mountain Tramway and Electric Company.'

Chapter 57 'An Act respecting the Nanaimo Electric Light, Power and Heating Company, Limited.'

Chapter 58 'An Act to incorporate the North Star and Arrow Lake Railway Company.'

Chapter 59 'An Act to incorporte the Portland and Stikine Railway Company.'

Chapter 60 'An Act to incorporate the Red Mountain Tunnel Company, Limited.'

Chapter 61 'An Act to incorporate the Revelstroke and Cassiar Railway Company.'

Chapter 62 'An Act to incorporate the Skeena River and Eastern Railway Company.'

Chapter 63 'An Act to incorporate the Skeena River Railway, Colonization and Exploration Company.'

Chapter 64 'An Act to incorporate the South East Kootenay Railway Company.'

Each of these statutes contains a provision similar to section 30 of chapter 10 prohibiting the employment of Chinese or Japanese persons by the respective companies.

These enactments have been the subject of complaint by the Japanese Minister at the Court of St. James, and the Japanese Consul at Vancouver. Copies of the communications of these gentlemen upon the subject are submitted herewith. In a despatch to His Excellency the Governor General from the Right Honourable the Principal Secretary of State for the Colonies, dated 20th July last, referring to this

legislation, His Excellency is requested to impress upon his ministers that restrictive legislation of the type of which the legislation in question appears to be is extremely repugnant to the sentiments of the people and government of Japan. It is stated that His Excellency should not fail to impress upon his ministers the importance, if there is any real prospect of a large influx of Japanese labourers into Canada, of dealing with it by legislation of the Dominion on the lines of the Natal Act, copy of which accompanies the despatch of the Colonial Secreary, and which, it is stated, is likely to be generally adopted in Australia. The undersigned submits herewith copy of the Natal Act in question.

It appears, therefore, that this matter is regarded by Her Majesty's government as one of Imperial interest, and the representations of that government upon the subject should, accordingly be carefully considered in determining upon the course to be pursued with regard to the legislation. In the meantime it may be well to communicate with the government of British Columbia upon the subject, inclosing copies of the complaints of the Japanese minister and consul and of Mr. Chamberlain's despatch of 20th July, 1898, in addition to the communication which has been sent pursuant to the recommendation made by the undersigned on 28th October last. The provincial government should be asked to give the matter early consideration, and state, for the information of Your Excellency's government, any facts or reasons which they desire to be considered. It is also important to ascertain whether the provincial government would be prepared to recommend the repeal of chapter 28, and of the anti-Japanese and Chinese sections of the other chapters above mentioned. A communication should also, in the opinion of the undersigned, be addressed by Your Excellency's government to the Right Honourable the Principal Secretary of State for the Colonies, stating what has so far been done with regard to this legislation, and a copy of the statutes should be forwarded to him. Further action, the undersigned considers, may be delayed until a reply has been received from the provincial authorities.

The undersigned recommend that a copy of this report, if approved, and of papers accompanying the same, be transmitted to the Lieutenant Governor of the province, for the information of his government.

DAVID MILLS,
Minister of Justice.

GOVERNMENT HOUSE,
VICTORIA, B.C., 4th January, 1899.

The Honourable
The Secretary of State,
Ottawa, Canada.

SIR,—I have the honour to acknowledge receipt of your letter of the 24th ultimo, transmitting copy of an approved minute of the Privy Council, dated the 17th ultimo, adopting the report of the Minister of Justice, thereto attached, respecting the statutes of this province, passed in the sixty-first year of Her Majesty's reign, (1908) together with correspondence in regard to legislation concerning Japanese labour. I have requested my ministers to give the subject matter of the aforesaid report their early consideration, and to state for the information of His Excellency's government any facts or reasons which they may desire to have considered upon the subject, and to state whether they are prepared to recommend the repeal of chapter 28, and of the anti-Japanese and Chinese sections of the other chapters mentioned in the aforesaid report, and in the said minute.

THOS. R. McINNES,
Lieutenant Governor.

At Government House,
Victoria, B.C., January 24th, 1899.

The Honourable
The Secretary of State,
Ottawa, Canada.

Sir,—I have the honour to transmit herewith certified copy of a minute of my Executive Council, approved the 20th instant, embodying a Resolution of the Legislative Assembly of this Province, requesting that the Dominion Government be moved to furnish the said Assembly with the following returns:—

1. The number of Chinese landed at the various ports of this Province from foreign ports, and the amount of head tax collected during the years 1897-98.

2. The number of Japanese landed at the various ports of this Province from foreign ports during the same period.

3. The number of Chinese and Japanese landed at the Quarantine Station at Victoria during the same period.

THOS. R. McINNES,
Lieutenant Governor.

Certified Copy of a report of a committee of the Honourable the Executive Council, approved by His Honour the Lieutenant Governor on the 20th day of January, 1899.

The Committee of Council submit for the approval of His Honour the Lieutenant Governor the undermentioned Resolution of the Legislative Assembly, namely:—

That a respectful address be presented by this House to the Lieutenant Governor, praying His Honour to move the Dominion Government to furnish this House with the following returns, viz:—

1. The number of Chinese landed at the various ports of the Province from foreign ports, and the amount of head tax collected during the years 1897-98.

2. The number of Japanese landed at the various ports of the Province from foreign ports duing the same period.

3. The number of Chinese and Japanese landed at the Quarantine Station at Victoria during the same period.

The Committee advise that a copy of this minute, if approved be forwarded to the Honourable the Secretary of State.

A. CAMPBELL REDDIE,
Deputy Clerk, Executive Council.

1259—K.

Vancouver, B.C., 9th February, 1899.

His Excellency
The Governor General of Canada.

Your Excellency,—In the name of His Imperial Japanese Majesty's government I have the honour of calling Your Excellency's attention to a paragraph in the speech of his honour the Lieutenant Governor of British Columbia, delivered at the opening of the present session of the legislative assembly of that province, stating that 'For the better protection of the miners in coal mines, a Bill will be laid before you prohibiting the employment underground of Japanese in these mines.' I would at the same time beg to call Your Excellency's attention to the Bill No. 43, entitled, 'An Act to amend the Coal Mines Regulations Act,' which was recently proposed, seemingly in accordance with the statement of the paragraph above cited, by the Honourable the President of the Council to the legislative assembly of that province and passed through that assembly on the 8th day of this month. And also to the various

private Bills that are before the House at present containing section which prohibit the employment of Japanese in works authorized by such Acts. I respectfully beg to inclose herewith copies of the Bill No. 43, and also a sample of the private Bills referred to.

And urging the same objections to this legislation as I had the honour of urging against legislation of the same nature passed at the last session. I most respectfully request that Your Excellency will give this legislation such consideration as will lead to Your Excellency's disallowance of the same.

S. SHIMIZU,
His Imperial Japanese Majesty's Consul.

BILL.

No. 43.) (1899.

An Act to amend the 'Coal Mines Regulation Act.'

Her Majesty, by and with the advice and consent of the Legislative Assembly of the province of British Columbia, enacts as follows:—

1. Section 4 of chapter 138 of the Revised Statutes of British Columbia, is hereby amended by inserting after the word 'Chinaman,' in the second line thereof, the words 'or Japanese.'

2. Section 12 of the said Act is hereby amended by inserting after the word 'Chinaman,' in the fourth line thereof, the word 'Japanese.'

BILL.

No. 11 (1899.

An Act to incorporate the 'Vancouver Northern and Yukon Railway Company.'

* * * * * * *

37. No Chinese or Japanese persons shall be employed in the construction of the undertaking or the working of the railway.

38. The preceding two sections are hereby declared to be conditions upon which this Act is passed, and shall be binding upon bondholders and all other persons in any way interested in the said company or its property. In case either of said two preceding sections are violated, such violation shall work a forfeiture of all privileges granted by this Act, but no such forfeiture shall operate except upon proceedings instituted in the Supreme Court of British Columbia by the Attorney General.

* * * * * * *

1256—K—1260—K

(*Telegram.*)

Imperial Japanese Consul to Governor General.

VANCOUVER, B.C., 9th February, 1899.

In the name of the Imperial government of Japan I respectfully beg to protest against the legislation passed or now being passed at the present session of the legislature of British Columbia, aiming at the prohibition of Japanese labour underground in coal mines or in other works authorized by provincial Acts. I respectfully urge the same objections to this legislation as I had the honour of urging against legislation of same nature of last session and would request such consideration as will lead to Your Excellency's disallowance of the same. Will confirm by mail.

S. SHIMIZU,
Imperial Japanese Consul.

1286—K.

HIS IMPERIAL JAPANESE MAJESTY'S CONSULATE FOR CANADA,
VANCOUVER, B.C., 28th February, 1899.

To His Excellency
The Governor General of Canada,
Ottawa.

YOUR EXCELLENCY.—In addition to my protest recently presented against the legislation of the province of British Columbia aimed at the prohibition of Japanese labour in certain undertakings, I respectfully beg to call Your Excellency's special attention to the Bill 60, intituled 'An Act respecting Liquor Licenses,' in which Japanese subjects are included among those declared ineligible to hold liquor licenses (*vide* the sections 22, 23 and particularly 36 of the Bill No. 60). This bill was introduced to the House by the Honourable the Attorney General of the province and passed through it on the 25th day of this month. To this, together with other bills of a similar nature passed at the closing session, assent was given yesterday by His Honour the Lieutenant Governor of the province.

Your Excellency will observe that the discrimination in the Bill No. 60 is a decided advance upon the former measures aimed against Chinese labour, inasmuch as this bill now imposes restrictions on Japanese subjects in matters of trade also. It may also be taken I think as an indication that these anti-Japanese measures will not stop here in this province, unless the higher authorities are pleased to exercise their power.

I, therefore, respectfully beg leave to more emphatically reiterate my request that Your Excellency will give this legislation such consideration as will lead to Your Excellency's disallowance of the same.

I avail myself of this opportunity to renew to Your Excellency the assurance of my highest consideration.

S. SHIMIZU,
His Imperial Japanese Majesty's Consul.

1298—K.

Mr. Chamberlain to Lord Minto.

DOWNING STREET, 8th March, 1899.

Governor General,
&c., &c., &c.

MY LORD.—With reference to your despatch No. 1 of the 3rd January, transmitting copy of an approved minute of the Dominion Privy Council submitting a report of the Minister of Justice on the anti-Japanese legislation passed during the last session of the legislature of British Columbia, I have the honour to transmit to you, to be laid before your ministers, a copy of a further note which the Marquis of Salisbury has received from the Japanese minister at this court, calling attention to a bill passed during the present session of the same legislature, entitled, 'Coal Mines Regulations Amendment Bill.'

2. Monsieur Kato states that the object of this bill is to prohibit the employment underground of Japanese in coal mines, and he expresses the hope that Her Majesty's government may extend to this instance the policy pursued in regard to the legislation of last year.

3. Her Majesty's government will be glad if your ministers will consider the question of this bill with that of the others to which their attention has already been called.

J. CHAMBERLAIN.

SESSIONAL PAPER No. 74b

JAPANESE LEGATION, 18th February, 1899.

The Most Honourable
The Marquess of Salisbury, K.G.

MY LORD MARQUESS.—The Japanese consul at Vancouver has reported to me that the legislature of the province of British Columbia has recently passed a bill at the instance of the provincial government entitled 'Coal Mines Regulations Amendment Bill.' The details of the bill are not before me, but I understand that it has been formulated with the object of prohibiting the employment underground of Japanese in the coal mines, and thus it appears to be another instance of discrimination aimed at Japanese subjects in that province.

Several bills with a similar purport, passed by the legislature of the same province last year, have formed the subject of correspondence between Your Lordship and myself, and while my government is deeply sensible of the solicitous attention which Her Majesty's government, and at their instance the government of Canada are paying with respect to the issue of those bills, I feel compelled by this renewed action on the part of British Columbia to call the attention of Her Majesty's government once more to the subject.

The exceptions which the Imperial government have taken against the legislation of last year apply in the present case in their full scope and extent. Therefore, without reiterating the reasons which I set forth against such legislation in the letter which I had the honour to address to Your Lordship under date of August 3rd, 1898, I take the liberty of calling your attention to the fact, and requesting Her Majesty's government to extend to the present instance the same enlightened policy which they have pursued in regard to the legislation of last year, with the confident assurance that such a policy cannot fail in augmenting the neighbourly relations existing between Japan and the Dominion of Canada.

KATO.

EXTRACT from a report of the Committe of the Privy Council, approved by the Governor General on the 13th March, 1899.

On a report dated 7th March, 1899, from the Minister of Justice, stating that he has under consideraation a copy of a minute of the executive council of the province of British Columbia, dated 16th February, 1899, approving a report dated the 13th of the same month from the provincial Minister of Finance and Agriculture, with regard to certain statutes of the said province passed in the year 1898, affecting the Chinese and Japanese.

The Minister represents that these statutes are enumerated in a report of the Minister of Justice of the 8th November, 1898, approved by Your Excellency in Council on the 17th December, 1898, and the report of the provincial Minister is in reply to that portion of the report of the Minister of Justice which refers to the statutes in question.

The Minister of Justice observes—referring to The Immigration Restriction Act, 1897, of Natal, copy of which accompanied the despatch of the Right Honourable the Principal Secretary of State of the Colonies of 20th July, 1898,—that, while the provisions of that Act are well adapted to exclude paupers, diseased persons and criminals, yet the Act does contain a provision (section 3a) which would probably have the effect of excluding all Asiatics of the class which would be affected by the British Columbia statutes in question.

The minister is of the opinion, however, that before determining what course ought to be pursued by Your Excellency's government in regard to these Acts a copy of the executive minute of British Columbia, and of the report of the Provincial Minister of Finance and Agriculture should be submitted to Her Majesty's government.

The committe concurring advise that Your Excellency be moved to transmit copies of the said papers, together with a certified copy of this minute, to the Right Honourable the Principal Secretary of State for the Colonies, in order that he may submit any observations which he may deem proper for the consideration of Your Excellency's government.

The committee further submit that Mr. Chamberlain should be informed at the same time that the time for disallowance of these Acts will expire on the 8th June, 1899.

All which is respectfully submitted for Your Excellency's approval.

JOHN J. McGEE,
Clerk of the Privy Council.

COPY of a Report of a Committee of the Honourable the Executive Council approved by is Honour the Lieutenant Governor on the 16th day of February, 1899.

The committee of council have had before them the accompanying report, dated 13th February, 1899, from the Minister of Finance and Agriculture, with regard to the complaint of the Japanese Minister at the Court of St. James respecting the provisions of certain Acts of the legislature of British Columbia which prohibit the employment of Japanese subjects on certain works.

The committee concur in the said report, and submit the same for your honour's approval.

The committee advise that a copy of this minute, if approved, together with a copy of the report aforesaid, be transmitted to the Honourable the Secretary of State for the information of His Excellency the Governor General.

Certified.

A. CAMPBELL REDDIE,
Deputy Clerk, Executive Council.

To His Honour the Lieutenant Governor in Council.

The undersigned has the honour to report that he has had under consideration the communication from the government of His Excellency the Governor General to His Honour the Lieutenant Governor, inclosing copies of a minute of the Committee of the Privy Council of Canada in reference to a despatch from Her Majesty's Principal Secretary of State for the Colonies, inclosing copies of correspondence which has passed between the Foreign Office and the Japanese Minister in London and between the Foreign Office and the Colonial Office on the subject of certain statutes passed by the legislature of British Columbia in the sixty-first year of Her Majesty's reign, and which contained provisions prohibiting the employment of Chinese or Japanese persons on works carried on under franchise granted by the said legislature.

In his despatch of 20th July, 1898, to His Excellency the Governor General of Canada, Mr. Chamberlain states that 'restrictive legislation of the type of which the legislation in question appears to be is extremely repugnant to the sentiments of the people and government of Japan,' and asks His Excellency to impress on his ministers the importance, if there is any real prospect of a large influx of Japanese labourers into Canada, of dealing with it by legislation of the Dominion parliament on the lines of the Natal Act.

It may be stated that legislation on the lines of the 'Immigration Restriction Act, 1897,' passed by the legislative council and legislative assembly of Natal, would not be within the power of the legislature of this province, but would be within the competence of the parliament of Canada, being somewhat similar to the act passed by that body imposing a capitation tax of $50 on each Chinese person coming into the Dominion.

While the legislature of British Columbia would doubtless welcome any action by the Parliament of Canada designed to effect objects similar to those aimed at by the provisions in the statutes which are the subject of this communication from His Excellency's government, it may be suggested that the provisions embodied in the Immigration Restriction Act of Natal would not be effectual for the desired purpose, although such legislation would impose restrictions on Japanese immigration that would probably be more repugnant to the views of the government of Japan than those complained of in the legislation passed by the legislature of this province.

The undersigned would point out that the statutes passed by the legislature of this province imposing certain restrictions on the employment of Japanese in British Columbia, while, it is respectfully submitted, clearly within the power of that body, do not impose restrictions nearly as onerous or far reaching as would be the case were legislation enacted by the parliament of Canada on the lines of the Immigration Restriction Act of Natal, which appears not to be considered objectionable by Her Majesty's government. No limitation on the number of Japanese persons who may come into Canada is suggested by the statutes passed by the provincial legislature. No restriction is placed by those statutes on such persons pursuing any calling, occupation or employment—with one exception—which is not carried on under the authority of privileges or franchises conferred by the legislature of British Columbia. That exception is working in coal mines, the legislature, from the evidence placed before it, having come to the conclusion that the employment of Chinese or Japanese underground in coal mines is a source of danger.

All that is sought to be attained by the legislation in question is that Chinese or Japanese persons shall not be allowed to find employment on works, the construction of which has been authorized or made possible of accomplishment by the granting of certain privileges or franchises by the legislature.

It will, therefore, be seen that the restrictive provisions are merely in the nature of a condition in agreements or contracts between the provincial government and particular individuals or companies whereby certain privileges, franchises, concessions, and, in some cases, also subsidies and guarantees are granted to such individuals or companies in consideration of only white labour being employed in the works which are the subject matter of such agreements.

The same causes which have led the legislatures of Natal and the Australian colonies to take measures to restrict the influx of large numbers of labouring people from Asia, exist in British Columbia. They are indeed more potent here on account of the shorter distance intervening between the China and Japan and this province, as compared with that between those countries and Australasia and Natal. It may also be pointed out in this connection that the possibility of great disturbance to the economic conditions existing here, and of grave injury being caused to the working classes of this country by a large influx of labourers from Japan, was so apparent, that the government of Canada decided it was not advisable that the Diminion should participate in the revised treaty between Great Britain and Japan, whereby equal privileges were granted to the people of each nation in the country of the other.

The economic conditions in British Columbia and Japan and the standards of living of the masses of the people in the two countries, differ so widely that to grant freedom of employment to Japanese on such public works as are authorized to be carried out by Acts of the legislature would almost certainly result in all such employment being monopolized by the Japanese to the exclusion of the people of this province. Therefore, while the legislature has scrupulously abstained from any interference with the employment of Japanese by private individuals or companies, and has not sought to put any restriction on their engaging in any ordinary occupation or business, it has deemed it to be in the interests of the province to prohibit their employment on works or undertakings for which it has granted privileges or franchises. That such restrictions are not only judicious but neces-

sary has been shown by the manner in which cheap Asiatic labour has in many cases entirely supplanted white labour on works to which no such restrictions, as those referred to, were attached.

While it would be a matter of profound regret if any action of the government or legislature of this province should cause Her Majesty's government any embarrassment or impair its friendly relations with another power, it may be pointed out that there are other considerations of an Imperial character involved in this matter. It is unquestionably in the interests of the Empire that the Pacific province of the Dominion should be occupied by a large and thoroughly British population, rather than by one in which the number of aliens largely predominated and many of the distinctive features of a settled British community were lacking.

The former condition could not be secured were the masses of the people subjected to competition which would render it impossible for them to maintain a fair and reasonable standard of living.

For many years the evil effects of unrestricted Chinese immigration caused great agitation in British Columbia, and the imposition of the capitation tax of fifty dollars was the consequence. Since then greater facilities of communication with Japan and the opportunities for employment in British Columbia, arising from the development of its forest, mineral and fishing resources, have led to an influx of Japanese which has materially and injuriously interfered with white labour and has caused the legislature to pass the statutes now under consideration. There is no reason to believe that this influx of Japanese is likely to diminish. On the contrary, there are many indications that it will become larger and that Japanese labour will, if some restrictive measures be not adopted, entirely supplant white labour in many important industries and be used almost exclusively on works carried out under franchises granted by the legislature and which are in many cases aided by subsidies from the provincial treasury, largely with the object of opening up the province and inducing an immigration of desirable settlers.

The undersigned, therefore, recommends that a reply be made to the Government of the Dominion that His Honour's government regrets that in the interests of British Columbia and of the labouring classes among its people, it cannot see its way to introduce a measure in the legislature to repeal the provisions restricting the employment of Chinese and Japanese in the statutes referred to in the report of the Minister of Justice, approved by a minute of the Committee of the Privy Council of Canada on 17th December, 1898, and that if this recommendation be approved a copy of it should be transmitted to the Secretary of State for Canada for the information of His Excellency's government.

F. CARTER-COTTON.
Minister of Finance and Agriculture.

Dated this 13th day of February, A.D. 1899.

GOVERNMENT HOUSE.
VICTORIA, B.C., 16th February, 1899.

The Honourable the Secretary of State,
Ottawa, Canada.

SIR,—Adverting to your despatch of the 24th December last, and to prior correspondence on the subject of the anti-Japanese legislation of this province, I now have the honour to transmit herewith, for the information of His Excellency in Council, a certified copy of a Minute of my Executive Council, approved this day, wherein is set forth their reasons for not seeing their way clear to repeal the said legislation.

THOS. R. McINNIS,
Lieutenant Governor.

1326—K.

DOWNING STREET, 23rd March, 1899.

GOVERNOR GENERAL,

The Right Honourable,

The Earl of Minto, G.C.M.G., &c., &c., &c.

MY LORD,—I have the honour to acknowledge the receipt of your despatch No. 40, of the 27th February, forwarding copy of a letter from the Japanese Consul at Vancouver in which he calls attention to certain measures which have been introduced into the legislative assembly of British Columbia during its present session prohibiting the employment of Japanese and renewing with regard to these measures the objections which he urged against the legislation of the same nature passed by the legislature of that province last year.

2. Her Majesty's government must regret to find the government and legislature of British Columbia adopting a course which is justly regarded as offensive by a friendly power, and they hope that your ministers will be able to arrange for the cancellation of the objectionable provisions and the substitution of a measure which, while it will secure the desired exclusion of undesirable immigrants, will obtain that result by means of some such general test as that already suggested in my despatch No. 214 of the 20th July, 1898. In any case, Her Majesty's government strongly deprecate the passing of exceptional legislation affecting Japanese already in the province.

J. CHAMBERLAIN.

P. C. 1249 K.

EXTRACT from a Report of the Committee of the Privy Council, approved by the Governor General on March 27, 1899.

The Committee of the Privy Council have had under consideration a despatch hereto annexed from His Honour the Lieutenant Governor of British Columbia, dated January 24, 1899, transmitting a copy of a Minute of Council embodying a Resolution of the Legislative Assembly of British Columbia, requesting that the Dominion Government be moved to furnish the said assembly with certain returns in respect of the number of Chinese and Japanese landed in that province from Foreign ports during the years 1897 and 1898.

The Minister of Trade and Commerce to whom the said Despatch was referred submits the following:—

Chinese landed during the calendar year ended December 31, 1897, at

Victoria—

Immigrants exempt	17
Immigrants paying Poll Tax	1,017
Total immigrants	1,034
Returning within six months	190
Total number landed	1,224
Capitation tax collected	$50,850

Vancouver—

Immigrants exempt	1
Immigrants paying Poll Tax	960
Total immigrants	961
Returning within six months	191
In transit through Canada	3,596
Total number landed	4,748
Capitation tax collected	$48,000

New Westminster—

Immigrants paying Poll Tax	1
Total immigrants	1
Total number landed during the year	1
Capitation tax collected	$ 50

Chinese landed during the calendar year ended December 31, 1898, at

Victoria—

Immigrants exempt	11
Immigrants paying Poll Tax	1,566
Total immigrants	1,577
Returning within six months	210
Total number landed	1,787
Capitation Tax collected	$78,300

Vancouver—

Immigrants paying Poll Tax	1,284
Returning within six months	313
In transit through Canada	1,937
Total landed	3,534
Capitation Tax collected	$64,200

Nanaimo—

Immigrants paying Poll Tax	1
Total number landed	1
Capitation tax collected	$ 50

New Westminster—

Immigrants paying Poll Tax	1
Total number landed	1
Capitation tax collected	$ 50

Nelson—

Total number landed	1
Capitation tax collected	$ 50

Japanese landed during the Calendar year ended the 31st December, 1897, at—

Victoria—

Total number landed	727

Vancouver—

Total number landed	7

Japanese landed during the calendar year ended 31st December, 1898, at—

Victoria—

Total number landed	1,878

Vancouver—

Total number landed	671

So far as figures are procurable it would appear that there were landed at quarantine during the two years:—

Chinese	8,345
Japanese	3,473

As the Japanese do not come under the 'Chinese Immigration Act,' no special record has been kept showing the destination of the Japanese, whether intending to remain in Canada or intransit through the country, but the customs officers at Vancouver state that the larger portion of them were intransit, but few remaining in the Province; and also that as regards Chinese immigrants landed at Vancouver, large numbers of them were ticketed to eastern Canadian points, and were sent forward immediately after registration.

The Committee advise that a certified copy of this Minute, if approved, be forwarded to the Lieutenant Governor of British Columbia for the information of the Legislative Assembly of that Province.

P. C. 1340—K.

Mr. Chamberlain to Lord Minto.

DOWNING STREET, 4th April, 1909.

MY LORD,—I have the honour to acknowledge the receipt of your Despatch No. 46, of the 9th ult., covering copy of a letter from the Consul of Japan at Vancouver on the subject of the British Columbian Liquor License Act, 1899, and to refer in reply to my Despatch No. 58, of the 23rd ult., on the subject of similar legislation passed by the legislature of the province.

J. CHAMBERLAIN.

Colonial Office to the Governor General.

DOWNING STREET, 19th April, 1899.

The Governor General,
&c., &c., &c.

MY LORD,—I have the honour to acknowledge the receipt of your despatch No. 54 of the 16th March, forwarding copy of an approved minute of the Dominion Privy Council to which is appended an approved report of the Executive Council of British Columbia, expressing the concurrence of the government of that province in a report drawn up by the Minister of Finance and Agriculture on the subject of the Acts passed by the provincial legislature in 1898 containing provisions prohibiting the employment of Japanese on certain works.

2. The provincial government represent that these provisions are required by the economic condition of British Columbia and they regret their inability to introduce legislation for their repeal.

3. Her Majesty's government fully appreciate the motives which have induced the government and legislature of British Columbia to pass the legislation under consideration, and recognize the importance of guarding against the possibility of the white labour in the province being swamped by the wholesale immigration of persons of Asiatic origin. They desire also to acknowledge the friendly spirit in which the representations they have felt compelled to make, have been received by the government of British Columbia, and regret that after carefully considering the minute of the Executive Council they feel unable to withdraw the objections they have urged to the legislation in question.

4. There is no difference between Her Majesty's government and the government of British Columbia as regards the object aimed at by these laws, namely, to ensure that the Pacific province of the Dominion shall be occupied by a large and thoroughly British population rather than by one in which the number of aliens largely predominates, and many of the distinctive features of a settled British community are lacking.

5. The ground of the objection entertained by Her Majesty's government is that the method employed by the British Columbia legislature for securing this object, while admittedly only partial and ineffective, is such as to give legitimate offence to a power with which Her Majesty is, and earnestly desires to remain on friendly terms. It is not the practical exclusion of Japanese to which the government of the Mikado objects but their exclusion *nominatim*, which specifically stamps the whole nation as undesirable persons.

6. The exclusion of Japanese subjects either from the province or from employment on public or quasi public works in the province by the operation of an educational test, such as is embodied in the Natal Immigration Law is not a measure to which the government of Japan can take exception. If the particular test in that law is not regarded as sufficient, there is no reason why a more stringent and effective one of a similar character should not be adopted, so long as the disqualification is not based specifically on distinction of race or colour.

7. Any attempt to restrict immigration or to impose disqualifications on such distinctions besides being offensive to friendly powers is contrary to the general principles of equality which have been the guiding principle of British rule throughout the empire; and, as your ministers are aware, Her Majesty's government were unable to allow the Immigration Restriction Laws passed by some of the Australasian colonies in 1896 to come into operation for the same reasons as they are now urging against these laws in British Columbia.

8. Her Majesty's government earnestly trust that on consideration of these explanations the government of British Columbia will at once procure the repeal of the provisions complained of and the substitution of legislation on the lines indicated above

9. If this is impossible, Her Majesty's government feel compelled, however reluctant they may be to cause inconvenience to the province, to press upon your ministers the importance in the general interests of the empire of using the powers vested in them by the British North America Act, for cancelling these measures to which Her Majesty's government object on the grounds both of principle and policy.

J. CHAMBERLAIN.

DOWNING STREET, 29th April, 1899.

The Officer Administering
The Government of Canada.

MY LORD,—I have the honour to transmit to you for communication to your ministers, with reference to your predecessor's despatch No. 185, of the 7th of July last, copy of the telegram noted below on the subject of the capitation tax on Chinese in Canada.

EDWARD WINGFIELD,
For the Secretary of State.

(G. B. 15 Victoria, 42.)

Secretary of State, Foreign Affairs,
London,

Canadian government introduced Bill in parliament increasing capitation tax upon Chinese entering Canada, which would injure trade between the two nations. We have cablegraphed Chinese ambassador, London. Protest such increase. Please give favourable consideration.

CHINESE CONSULATE BENEVOLENCE ASSOCIATION.

Mr. Chamberlain to Lord Minto.

DOWNING STREET, 2nd May, 1899.

Governor General,
The Right Honourable
The Earl of Minto, G.C.M.G., &c., &c.

MY LORD,—I have the honour to request that you will be good enough to inform your ministers that a note has been addressed to Her Majesty's government by the Japanese minister at this court, complaining of the 'Act respecting Liquor Licenses,' recently passed by the legislature of British Columbia, of which a copy was inclosed in your despatch No. 46 of the 9th March.

2. Her Majesty's government can hardly suppose that there is any urgency for legislation to prevent the issue of licenses to sell liquor to Japanese subjects in British Columbia, and the objections urged to the other acts of the provincial legislature which have formed the subject of recent correspondence apply with equal force to this act.

3. Her Majesty's government will, therefore, be glad if your ministers will consider this Act, together with those to which their attention has already been called.

J. CHAMBERLAIN.

Mr. Chamberlain to Lord Minto.

DOWNING STREET, 9th May, 1899.

GOVERNOR GENERAL,
The Right Honourable
The Earl of Minto, G.C.M.G., &c., &c.

MY LORD,—I have the honour to acknowledge the receipt of your despatch No. 83 of the 24th ult., forwarding copy of a letter from the Department of Justice, representing the desirability of an early expression of the views of Her Majesty's government with regard to the legislation affecting Japanese subjects passed by the legislature of British Columbia in 1898.

2. In reply, I have to refer you to my despatch No. 92 of the 2nd inst.

J. CHAMBERLAIN.

DOWNING STREET, 10th May, 1899.

The Officer Administering
The Government of Canada.

MY LORD,—I have the honour to transmit to you, for communication to your ministers, with reference to my despatch No. 89 of the 29th of April last, a copy of the documents noted down below respecting the rumour of a proposed increase in the amount of the capitation tax on Chinese entering British Columbia.

EDWARD WINGFIELD,
For the Secretary of State.

CHINESE LEGATION, 29th April 1899.

The Marquess of Salisbury, K.G.

MY LORD MARQUESS,—On the 8th May, 1897, replying to a communication from my predecessor, Kung Tajen, relative to a proposed increase in the poll tax levied on Chinese subjects entering the colony of British Columbia, Your Lordship did me the honour to inform me that Her Majesty's Secretary of State for the colonies, having no official information on the subject of the proposed tax, had transmitted a

copy of Kung Tajen's note to the Governor General of Canada, with the request that His Excellency would favour him with the observations of his minister upon it, and a period of nearly two years having elapsed without my hearing anything more about the matter, I had commenced to think that the information on which the note of my predecessor was founded had been incorrect, or, if not, that the government of the Dominion had abandoned the idea of raising the tax.

I regret, however, to find that this would appear not to be the case. For I have received a telegram from the Tsungli Yamen stating that a telegram had been received from a benevolent association of Chinese residents at Victoria, B.C., acquainting the Yamen that the Canadian government had introduced a bill into parliament with the object of raising the poll tax from $50 to $500.

The Imperial government, by whom I have been instructed to again bring the matter to the notice of Your Lordship, hope you will be able to assure them that there is no foundation for the statement that such a bill has either been, or will be, presented to parliament; for, otherwise, they would feel themselves compelled- to protest against an act of such illiberality, and inasmuch as the bill is said to affect Chinese only, against it as a violation of international comity.

Within the last twenty years, the Imperial government have repeatedly had to complain of the odious character of the legislation respecting Chinese which has found favour in some British colonies, and they would view the passage of the bill in question as an aggravation of the grievances to which Chinese emigrants to those colonies have long been exposed; and more especially would this be the case, should the crown decline to exercise its right of vetoing the offensively discriminating measure.

LOFENGLUH.

FOREIGN OFFICE, 4th May, 1899.

Sir CHICHCHEN LOH FENG-LUH, K.C.V.O.,
&c., &c., &c.

SIR,—In reply to your note of the 29th ultimo, calling attention to a bill which you hear has been introduced into the Canadian parliament with the object of raising the poll tax levied on Chinese subjects in the Dominion, I have the honour to state that I have been informed by the Secretary of State for the Colonies that he has heard nothing further from the Governor General of Canada since July last, at which time it appeared that the Dominion government had no intention of increasing the tax in question.

Mr. Chamberlain will, however, at once communicate with the Earl of Minto on the subject, and I shall have the honour of addressing a further note to you in due course.

SALISBURY.

Mr. Chamberlain to Lord Minto.

LONDON, 25th May, 1899.

In my despatch No. 92 of 2nd May, further note has been received from Japanese legation urging disallowed legislation objected to before the expiration of statutory period. Hope you will be able to communicate your minister's decision soon.

CHAMBERLAIN.

SESSIONAL PAPER No. 74b

From the Honourable Sir Wilfrid Laurier.

OTTAWA, 2nd June, 1899.

To the Honourable,
C. A. SEMLIN, Premier,
Victoria, B.C.

The Federal government has only four days in which to disallow your acts relating to Japanese as urged by Imperial government which fears prejudice to Imperial relations with Japan if Act referring to Japanese is allowed to go into effect.

Have you any suggestion to make as to this legislation so far as it relates to the Japanese?

Immediate reply necessary.

WILFRID LAURIER.

From the Hon. C. A. Semlin.

VICTORIA, B.C., 3rd June, 1899.

To the Honourable,
Sir WILFRID LAURIER.

Telegram received. Regret that in justice to the interests of labour in British Columbia can only refer you to minute of council of February last, copy of which you have no doubt received.

C. A. SEMLIN.

1194.

EXTRACT from a report of the Committee of the Honourable the Privy Council, approved by His Excellency on the 5th June, 1899.

The committee have had under consideration a report, hereto annexed, dated 29th May, 1899, from the Minister of Justice, referring to the minute of council approved on the 17th December, 1898, respecting the statutes of the province of British Columbia, 1898, and stating that as to chapter 39 'An Act respecting the Canadian Pacific Navigation Company, Limited," he has been informed that the provincial legislature at its last session, pursuant to the recommendation contained in the said minute of council, passed an amendment removing the grounds of objection to which the Minister of Justice called attention in his report of the 8th November, 1898, approved by the said minute, and that the Act may, therefore be left to its operation.

The minister recommends with respect to the Acts which were stated by the said report to be objectionable as affecting Japanese in British Columbia, which Acts are chapters 10, 28, 30, 44, 46, 47, 48, 50, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63 and 64, that the same be left to their operation except chapters 28 and 44, with an earnest recommendation to the provincial government based upon the reasons stated in his report of the 29th May, 1899, herewith, that at the next ensuing session of the legislature they introduce legislation in each case to repeal the clause in question.

The minister further recommends for the reasons set forth in the said report of the 29th May, 1899, that chapter 28 of the statutes of the province of British Columbia, 1898, intituled "An Act relating to the employment of Chinese or Japanese persons on works carried on under franchises granted by Private Acts,' and also chapter 44 of the said statutes intituled 'The Tramway Incorporation Amendment Act, 1898,' be disallowed.

The committee concur in the said report and the recommendations therein set forth and submit the same for Your Excellency's approval, and the committee

advise that a certified copy of this minute, if approved, together with a copy of the said report, be transmitted to the Lieutenant Governor of British Columbia for the information of his government.

JOHN J. McGEE,
Clerk of the Privy Council.

DEPARTMENT OF JUSTICE,
OTTAWA, May 29, 1899.

To His Excellency
The Governor General in Council

BRITISH COLUMBIA LEGISLATION.

The undersigned referring to his report respecting the statutes of the province of British Columbia of 1898, dated the 8th of November last, which was approved by Your Excellency in Council on 17th December, has the honour to state that as to chapter 39: 'An Act respecting the Canadian Pacific Navigation Company, Limited,' the undersigned has been informed that the provincial legislature at its last session pursuant to the recommendation of the said report, passed an amendment removing the grounds of objection to which the undersigned called attention, and that the Act may, therefore, be left to its operation.

The Acts which are stated by the said report to be objectionable as affecting Japanese in British Columbia, are chapters 10, 28, 30, 44, 46, 47, 48, 50, 52, 53, 54, 55, 56, 57, 58, 59, 60, 61, 62, 63 and 64.

As to these statutes the recommendations of the said report have been carried into effect, and Your Excellency's government have communicated with Her Majesty's government and with the provincial government.

The undersigned by his report of 7th March last, which was approved by Your Excellency on the 13th March, submitted copy of the reply of the provincial government and recommended that it be transmitted to the Right Honourable the Principal Secretary of States for the colonies in order that he might submit any observations which he might deem proper for the consideration of Your Excellency's government.

There has been referred to the undersigned, copy of a despatch from Mr. Chamberlain to Your Excellency, dated 23rd March last, acknowledging the despatch of Your Excellency of the 27th February, No. 40, forwarding copy of a letter from the Japanese Consul at Vancouver in which he calls attention to certain measures which were introduced by the legislature of British Columbia during the last session prohibiting the employment of Japanese, and renewing with regard to these measures the objections which he urged against the legislation now in question. It is stated in this despatch that Her Majesty's government much regret to find the government and legislature of the province of British Columbia adopting a course which is justly regarded as offensive by a friendly power and that Her Majesty's government strongly deprecates the passing of exceptional legislation affecting Japanese already in British Columbia.

The undersigned has carefully considered the reasons stated in support of the legislation by the government of British Columbia. He observes that the statutes in question have not rendered unlawful the employment of Japanese generally, yet they have that effect so far as the companies incorporated by the provincial legislature and within the application of these statutes are concerned. Such legislation may operate to diminish Chinese and Japanese immigration into the province which as appears by the statement of the provincial government is the main object, or, if, as is to be inferred from the provincial despatch, the conditions are such as to induce employers to prefer Asiatic labour, the result might be such as to cause employers to carry on their business as individuals or partnerships rather

than as corporations under the laws of the province. The undersigned does not consider, however, that the reasons urged on behalf of the province or any other reasons which occur to him are such as to justify Your Excellency's government in approving of the legislation, in view of the strong objections urged against it by the government of Japan, which objections have been so far upheld by Her Majesty's government as the correspondence upon the subject shows. The advantages to be derived by the province of British Columbia from these enactments are in the opinion of the undersigned very doubtful and not at all corresponding in importance to the advantage which may be expected both for the province and the Dominion at large from a friendly sentiment on the part of Japan in matters of commerce and otherwise. When it is considered further that these enactments may affect not only the relations between the Dominion and Japan, but also the relations of the empire with the latter country, as Her Majesty's government seem to apprehend they may do, the duty of Your Excellency's government to provide a remedy so far as the circumstances fairly permit, becomes apparent.

It is pertinent here to remark also that the authority of a province to legislate in relation to immigration in the province is, by the British North America Act, made subordinate to the authority of parliament, and as these Acts are upheld largely as affecting immigration, the case seems to be one in which it is intended that Dominion policy should prevail.

The power of the legislature to enact these statutes is not by any means free from doubt because they principally affect the rights of aliens, and the subject of aliens is not within provincial authority. It is not, however, in view of the foregoing considerations necessary at present to determine the question of *ultra vires*.

The undersigned observes that chapter 28 to which the short title is given of 'The Labour Regulation Act, 1898,' is confined in its provisions to the employment, in British Columbia, of Chinese or Japanese, and chapter 44, entitled the Tramway Incorporation Amendment Act, 1898. These Acts may, therefore, be disallowed without serious inconvenience. The other statutes mentioned in the report of the undersigned, of 8th November last, are mainly concerned with the incorporation of companies, and they came into effect upwards of a year ago. In these cases or some of them doubtless companies have been organized and property acquired, debts and obligations incurred and business transacted on account of which great inconvenience, confusion and loss would result if the Acts upon which these companies depend were now disallowed. The corporations themselves and the persons who have dealt with them cannot properly be held responsible for the objectionable provision in the constituting Acts, because this section seems to have been introduced in pursuance of a policy of the government to disqualify Chinese and Japanese from employment by provincial corporations. The effect of such a provision also, being confined to a few corporations, is comparatively limited. The undersigned, therefore, considers that the justice of the case will be met by disallowing the General Act, namely chapter 28, cited as 'The Labour Regulation Act, 1898,' and also chapter 44 entitled 'The Tramway Incorporation Amendment Act, 1898;' and on account of the inconvenience, confusion and loss which would otherwise ensue, leaving the other statutes to their operation, with an earnest recommendation to the provincial government based upon the reasons stated in this report that at the next ensuing session of the legislature they introduce legislation in each case to repeal the clause in question.

The undersigned further recommends that a copy of this report, if approved, be transmitted to the Lieutenant Governor of British Columbia, for the information of his government.

Respectfully submitted,

D. MILLS,

Minister of Justice.

AT THE GOVERNMENT HOUSE AT OTTAWA.

MONDAY, the 5th day of June, 1899.

Present: His Excellency in Council.

Whereas the Lieutenant Governor of the province of British Columbia, with the legislative assembly of that province, did on the 20th day of May, 1898, pass an Act which has been transmitted, chaptered 28, and intituled: 'An Act relating to the employment of Chinese or Japanese persons on works carried on under Franchises granted by private Acts;'

And whereas the said Act has been laid before His Excellency the Governor General in Council, together with a report from the Minister of Justice recommending that the said Act should be disallowed;

Therefore, His Excellency, by and with the advice of the Queen's Privy Council for Canada has this day been pleased to declare his disallowance of the said Act, and the same is hereby disallowed accordingly.

Whereof the Lieutenant Governor of the province of British Columbia and all other persons whom it may concern are to take notice and govern themselves accordingly.

JOHN J. McGEE,
Clerk of the Privy Council.

I, Sir Gilbert John Elliott Murray Kynynmond, Earl of Minto, Governor General of Canada, do hereby certify that the Act passed by the legislature of the province of British Columbia on the 20th day of May, 1898, chaptered 28, and intituled: 'An Act relating to the employment of Chinese or Japanese persons on works carried on under franchises granted by private Acts,' was received by His Excellency the Governor General of Canada on the 8th day of June, 1898.

Given under my hand and seal this 5th day of June, 1899.

MINTO.

AT THE GOVERNMENT HOUSE AT OTTAWA.

MONDAY, the 5th day of June, 1899.

Present: His Excellency in Council.

Whereas the Lieutenant Governor of the province of British Columbia, with the legislative assembly of that province, did on the 20th day of May, 1898, pass an Act which has been transmitted, chaptered 44, and intituled: 'An Act to amend the Tramway Incorporation Act;'

And whereas the said Act has been laid before His Excellency the Governor General in Council, together with a report from the Minister of Justice, recommending that the said Act should be disallowed;

Therefore, His Excellency, by and with the advice of the Queen's Privy Council for Canada, has this day been pleased to declare his disallowance of the said Act, and the same is hereby disallowed accordingly.

Whereof the Lieutenant Governor of the province of British Columbia and all other persons whom it may concern are to take notice and govern themselves accordingly.

JOHN J. McGEE,
Clerk of the Privy Council.

I, Sir Gilbert John Elliott Murray Kynynmond, Earl of Minto, Governor General of Canada, do hereby certify that the Act passed by the legislature of the

province of British Columbia on the 20th day of May, 1898, chaptered 44, and intituled: 'An Act to amend the Tramway Incorporation Act,' was received by His Excellency the Governor General of Canada on the 8th day of June, 1898.

Given under my hand and seal this 5th day of June, 1899.

MINTO.

Report of the Hon. the Minister of Justice, approved by His Excellency the Governor General in Council on the 14th December, 1899.

DEPARTMENT OF JUSTICE, OTTAWA, 14th November, 1899.

To His Excellency the Governor General in Council:

The undersigned has had under consideration the statutes of the legislative assembly of the province of British Columbia, passed in the sixty-second year of Her Majesty's reign, 1899, and received by the Secretary of State for Canada on 27th April, and he is of opinion that these statutes may be left to their operation without comment with the exception of the following:—

Chapter 16. 'An Act to amend "The Constitution Act."'

Section 2 of this statute amends section 9 of chapter 47 of the revised statutes of British Columbia, 1897, by adding thereto a subsection to the effect that the section amended shall be deemed to include the power of commuting and remitting sentences for offences against the laws of the province, or offences over which the legislative authority of the province extends.

The undersigned considers that this Act may be left to its operation, but in this connection desires to call attention to the observations of Sir Oliver Mowat, when Minister of Justice, in his report of 16th October, 1896 (approved by His Excellency in Council on 13th November, 1896), upon chapter 1 of the statutes of Nova Scotia, 1896, which statute contained a provision substantially the same as that now under consideration.

Chapter 39. 'An Act respecting Liquor Licenses.'

By section 36 of this Act, it is provided that no license under this Act shall be issued or transferred to any person of the Indian, Chinese or Japanese race.

Chapter 44. 'An Act to grant a subsidy to a railway from Midway to Penticton.'

Section 6 of this chapter provides that no Chinese or Japanese person shall be employed or permitted to work in the construction or operation of any railway subsidized under this Act, under a penalty.

Chapter 46. An Act to amend 'The Coal Mines Regulation Act.'

This Act amends chapter 136 of the revised statutes of British Columbia by inserting the word 'Japanese' after the word 'Chinaman' in the fourth and twelfth sections of the Act amended.

Chapter 78. An Act to incorporate 'The Ashcroft Water, Electric and Improvement Company.

Chapter 79. An Act to incorporate 'The Atlin Short Line Railway and Navigation Company.

Chapter 80. An Act to incorporate 'The Atlin Southern Railway Company.'

Chapter 81. An Act to incorporate 'The Big Bend Transportation Company, Limited.'

Chapter 83. An Act to incorporate 'The Kamloops and Atlin Railway Company.'

Chapter 84. An Act to amend 'The Kitimaat Railway Act, 1898.'

Chapter 85. An Act to amend 'The Kootenay and North-west Railway Company's Act, 1898.'

Chapter 86. An Act to amend 'The North Star and Arrow Lake Railway Act, 1898.'

Chapter 87. An Act to incorporate 'The Pine Creek Flume Company, Limited.'

Chapter 88. An Act to incorporate 'The South Kootenay Railway Company.'

Chapter 89. An Act to incorporate 'The Vancouver, Northern and Yukon Railway Company.'

Each of these statutes contain a provision in effect that Chinese or Japanese persons shall not employed by the company.

For the reasons stated in the correspondence which took place between Your Excellency's government and the government of British Columbia with regard to the statutes of that province for the year 1898, and in the orders of Your Excellency in Council with regard to the same, the undersigned considers it undesirable that these provisions affecting Japanese should be allowed to remain in operation. In view of the action taken by Your Excellency's government with respect to the statutes of 1898, containing similar clauses, and the reasons then influencing Your Excellency's government which still hold good, the undersigned entertains the hope that upon the attention of the government of British Columbia being drawn to the matter, that government will undertake to have these statutes amended by repealing the clauses referred to which affect Japanese.

The undersigned considers that the government of British Columbia should be asked to consider the matter and state whether these statutes will be amended as desired within the time limited for disallowance. In the meantime the undersigned withholds any further recommendation as to the statutes in question.

It may be proper to state that communications upon this subject have been received by Your Excellency's government, both from the Principal Secretary of State for the Colonies, and from His Imperial Japanese Majesty's Consul at Vancouver. Copies of these are submitted herewith, and should, in the opinion of the undersigned, be forwarded as part of the despatch which the undersigned recommends should be sent to the provincial legislature.

Chapter 43. An Act to amend 'The Master and Servant Act.'

This statute enacts that any agreement or bargain which may be made between any person, and any person not a resident of British Columbia for the performance of labour or service, having reference to the performance of labour or service by such person in the province of British Columbia, and made previous to the migration or coming into British Columbia of such other person, whose labour or service is contracted for, shall be void and of no effect as against the person only, so migrating or coming.

There is a provision exempting skilled workmen from the operation of this section under certain circumstances.

The undersigned doubts the authority of a provincial legislature to enact a provision of this kind, because it seems directly to affect the regulations of trade.

The undersigned does not, however, on that account recommend the disallowance of the Act.

Chapter 50. 'An Act to amend the Placer Mining Act.'

There has been referred to the undersigned, copy of a despatch from the British ambassador at Washington to Your Excellency, transmitting copy of a note received from the United States Secretary of State, inclosing copy of a petition to the President of the United States from the United States Citizens resident in the Atlin district of British Columbia, representing the hardships to their interests of the legislation contained in this statute. The British ambassador states that Mr. Hay suggests that the petition be submitted to Your Excellency's government without thereby raising any issue as to the general effect of the legislation in question. Copy of the despatch with the inclosures referred to were formally submitted by the undersigned to Your Excellency, and Your Excellency on 2nd May last was pleased to approve the recommendation of the undersigned, advising that a copy of these papers should be sent to the Lieutenant Governor of British Columbia for his observations, with a

view to further consideration of the matter by Your Excellency's government, and also that the British ambassador be informed of the course taken in the meantime. The communication so recommended was addressed to the Lieutenant Governor of British Columbia early in May last, as the undersigned is informed, but no reply has been received.

The undersigned at present recommends that the matter be called again to the attention of the Lieutenant Governor with a request for his reply at his early convenience.

The following chapters above mentioned are also subject to another objection, viz.:—

Chapter 79. 'An Act to incorporate the Atlin Short Line Railway and Navigation Company.'

Chapter 80. 'An Act to incorporate the Atlin Southern Railway Company.'

Chapter 83. 'An Act to incorporate the Kamloops and Atlin Railway Company.'

Chapter 84. 'An Act to amend the Kitimaat Railway Act, 1898.'

Chapter 85. 'An Act to amend the Kootenay and Northwest Railway Company's Act, 1898.'

Chapter 86. 'An Act to amend the North Star and Arrow Lake Railway Act, 1898.'

Chapter 88. 'An Act to incorporate the South Kootenay Railway Company.'

Chapter 89. 'An Act to incorporate the Vancouver, Northern and Yukon Railway Company.'

These are statutes incorporating railway companies, and each of them contains a provision that in case at any time the railway is declared by the parliament of Canada to be a work for the general advantage of Canada, then all powers and privileges granted by the Act of incorporation of the company or by the British Columbia Railway Act, shall thereupon cease and determine.

The undersigned apprehends that there are cases in which the parliament of Canada may properly declare a railway, otherwise subject to the exclusive authority of a province, to be for the general advantage of Canada, and that when such declaration is properly made, it is intended by the constitution that the work shall cease to be within the legislative authority of the province, and shall fall within the exclusive jurisdiction of parliament. Such being the case it is, in the opinion of the undersigned, incompetent to a provincial legislature to provide as to what is to take place in the event of parliament exercising that constitutional authority, as the result of which the subject of legislation is withdrawn from provincial jurisdiction. These sections, though improper, are therefore harmless, and were it possible that they could have any effect, the whole matter would be within the authority of parliament, upon its declaring the work for the general advantage of Canada, so that parliament might re-enact or confirm in each case the very provisions which the legislature says are to cease and determine.

Chapter 82. 'An Act to incorporate the Chartered Commercial Company of Vancouver.'

Some of the objects of this company, as stated in section 2, appear to relate to the subject of banking rather than to any matter within the legislative authority of the province. The undersigned observes, however, that by section 17 it is enacted that nothing in this statute contained shall authorize, or be construed to authorize, the company to engage in banking, insurance, or the construction of railways. The limitation so introduced seems to render it unnecessary for the undersigned to consider the propriety of disallowing this Act, as he would otherwise feel called upon to do.

With the exception, therefore, of the statutes above mentioned affecting Japanese, and chapter 50 to amend the Placer Mining Act, the undersigned considers that these

statutes may, for the reasons above stated, be left to their operation. As to the Acts so excepted, a further report may be necessary upon hearing from the provincial government.

The undersigned recommends that a copy of this report, if approved, be transmitted to the Lieutenant Governor of British Columbia for the information of his government, and that the Lieutenant Governor be urged to reply as speedily as possible to those portions of the report which are intended to call for a reply.

Respectfully submitted,

DAVID MILLS,
Minister of Justice.

His Honour the Lieutenant Governor of British Columbia to the Hon. the Secretary of State.

GOVERNMENT HOUSE, VICTORIA, B.C., 9th February, 1900.

SIR,—I have the honour to transmit herewith, for the information of His Excellency's government, certified copy of a minute of my Executive Council, dated the 8th instant, adopting a report from the Hon. the Attorney General of this province in regard to the minute of the Privy Council, dated the 14th December last, respecting the statutes of this province during the year 1889.

THOS. R. McINNES,
Lieutenant Governor.

Copy of a Report of the Attorney General of British Columbia, approved by His Honour the Lieutenant Governor in Council on the 8th February, 1900.

To His Honour the Lieutenant Governor in Council:

The undersigned has the honour to report that he has had under consideration the communication of the Under Secretary of State, dated the 20th December, 1899, transmitting a minute of the Privy Council, dated the 14th December, 1899, respecting the statutes passed by the legislative assembly of the province of British Columbia in the 62nd year of Her Majesty's reign.

The undersigned begs respectfully to call attention to a minute of the Executive Council of British Columbia, approved on the 14th day of February, 1899, and to urge upon the consideration of His Excellency's advisers the following extracts from the said last mentioned minute:

'All that is sought to be attained by the legislation in question is, that Chinese or Japanese persons shall not be allowed to find employment on works, the construction of which has been authorized or made possible of accomplishment, by the granting of certain privileges or franchises by the legislature.'

'It will, therefore, be seen that the restrictive provisions are merely in the nature of a condition in agreements or contracts, between the provincial government and particular individuals or companies, whereby certain privileges, franchises, concessions and in some cases also, subsidies and guarantees are granted to such individuals or companies, in consideration of only white labour being employed in the works which are the subject matter of such agreements.

'The same causes which have led the legislatures of Natal and the Australian colonies to take measures to restrict the influx of large numbers of labouring people from Asia, exist in British Columbia. They are indeed more potent here, on account of the shorter distance intervening between China and Japan and this province, as compared with that between those countries and Australia or Natal.

'It may also be pointed out in this connection that the possibility of great disturbance to the economic conditions existing here, and of grave injury being caused

to the working classes of this country, by a large influx of labourers from Japan, was so apparent that the government of Canada decided it was not advisable that the Dominion should participate in the revised treaty between Great Britain and Japan, whereby equal privileges were granted to the people of each nation in the country of the other.

'The economic conditions in British Columbia and Japan, and the standards of living of the masses of the people in the two countries differ so widely, that to grant freedom of employment on such public works as are authorized to be carried out by the Acts of the legislature, would almost certainly result in all such employment being monopolized by the Japanese, to the exclusion of the people of this province.

'Therefore, while the legislature has scruplously abstained from any interference with the employment of Japanese by private individuals or companies, and has not sought to put any restricion on their engaging in any ordinary occupation or business, it has deemed it to be in the interests of the province to prohibit their employment on works or undertakings for which it has granted privileges or franchises.

'That such restrictions are not only judicious, but necessary, has been shown by the manner in which cheap Asiatic labour has in many cases supplanted white labour on works to which no such restrictions as those referred to were attached.

'While it would be a matter of profound regret if any action of the government or legislature of this province should cause Her Majesty's government any embarrassment, or impair its friendly relations with another power, it may be pointed out that there are other considerations of an Imperial character involved in this matter.

'It is unquestionably in the interests of the Empire that the Pacific province of the Dominion should be occupied by a large and thoroughly Brtish population, rather than by one in which the number of aliens largely predominated, and many of the distinctive features of a settled British community were lacking.

'The former condition could not be secured were the masses of the people subjected to competition which would render it impossible for them to maintain a fair and reasonable standard of living.

'For many years the evil effects of unrestricted Chinese immigration caused great agitation in British Columbia, and the imposition of the capitation tax of $50 was the consequence.

'Since then, greater facilities of communication with Japan, and the opportunities for employment in British Columbia arising from the development of its forests, mineral and fishery resources have led to an influx of Japanese which has materially and injuriously interfered with white labour, and has caused the legislature to pass the statutes now under consideration.

'There is no reason to believe that this influx of Japanese is likely to diminish. On the contrary, there are many indications that it will become larger, and that Japnese labour will, if some restrictive measures are not adopted, entirely supplant white labour in many important industries, and be used almost exclusively on works carried out under franchises granted by the legislature, and which are in many cases aided by subsidies from the provincial treasury, largely with the object of opening up the province and inducing an immigration of desirable settlers.

'The undersigned therefore recommends that a reply be made to the government of the Dominion, that His Honour's government regrets that, in the interests of British Columbia and the labouring classes among its people, it cannot see its way to introduce a measure in the legislature to repeal the provisions restricting the employment of Chinese and Japanese in the statutes referred to in the report of the Minister of Justice, approved by a minute of the Privy Council of Canada on 17th December, 1898, and that, if this recommendation be approved, a copy of it should be transmitted to the Secretary of State for Canada for the information of His Excellency's government.'

The undersigned begs respectfully to submit that the conditions of labour have in

no way changed since the report above quoted from was forwarded to His Excellency's government less than one year ago.

Since that time, the undersigned regrets to say, His Excellency's government has seen fit to disallow the 'Labour Regulation Act, 1908,' which had for its main object the protecting of this province from Oriental labour. His Excellency's governments asks this government what it is proposed to do with reference to the private legislation passed by this legislature in 1899, and it is intimated that such Acts may be disallowed if this government does not see its way to bring in a Bill excluding Japanese from the operation of the said Acts.

Before consenting to the suggested proceeding the undersigned begs respectfully to urge upon the consideration of His Excellency's government the grave risk of exciting discontent in the province, and political friction between the two governments, should this government bring in such legislation without some assurance from His Excellency's government that it will as soon as possible after the opening of the Dominion House of Commons, introduce legislation increasing the capitation tax upon Chinese to $500, and that His Excellency's government should also introduce a Bill on the lines of the Natal Act imposing an educational test upon immigrants.

The feeling in this province is so strong against the immigration of labouring classes from the Orient, that this government is convinced that powerful influences will be brought to bear to induce this government to request the legislature to re-enact the 'Labour Regulation Act' above referred to.

The undersigned begs respectfully to submit that such a course might not unreasonably be the means of precipitating an acrimonious discussion between His Excellency's government and the government of this province, which in all probability, would be extremely embarrassing to both.

The undersigned would also urge upon the consideration of His Excellency's government, the Private Acts containing the clause respecting Japanese, to which objection has been taken, and the disallowance of which Acts would seriously injure those in whose interests the legislation was passed.

These parties were all obliged to incur considerable expense before the completion of the legislation, and some of them have expended large sums of money upon the strength of the Bills having passed the legislature.

His Excellencys government will, therefore, readily realize that in some, if not in all the cases alluded to, great hardship would be inflicted by the disallowance of the Acts referred to in the minute of the Privy Council, dated 14th December, 1899, to which allusion has already been made.

The undersigned, in conclusion, begs respectfully to urge upon His Excellency's government the extreme ugency of the present position, and to request that a reply may be communicated to Your Honour by telegraph.

Dated this 6th day of February, A.D., 1900.

ALEXANDER HENDERSON,
Attorney General.

P. C. 73 L.

(*Telegram*).

VANCOUVER, February 13, 1900.

Your Excellency's attention is respectfully called to the fact that the bill entitled 'An Act to amend the Tramway Incorporation Act,' and various private bills containing sections that prohibit Japanese from certain employments are introduced in the Legislature of British Columbia. Also 'An Act to amend the Coal Mines Regulations Act,' which aims at exclusion of Oriental labour. Urging the same objections

to these bills as I have before urged, may I respectfully request Your Excellency's best consideration?. Am mailing.

S. SHIMIZU,
Imperial Japanese Consul.

The Honourable
the Secretary of State,
Ottawa, Canada.

GOVERNMENT HOUSE, VICTORIA, B.C., February 15, 1900.

SIR,—I have the honour to transmit herewith, for the consideration of His Excellency's Government, certified copy of a Minute of my Executive Council, dated the 14th instant, which embodies a resolution of the Legislative Assembly of this province, now in session, expressive of the opinion of that body that the admission of Mongolians to the rights of citizenship would not conduce to the interests of this country, and requests the amendment of the Naturalization Act with a view to prevent any native of Asia from becoming a British subject in Canada.

THOS. R. McINNES,
Lieutenant Governor.

PROVINCE OF BRITISH COLUMBIA.

COPY of a Report of a Committee of the Honourable the Executive Council, approved by His Honour the Lieutenant Governor on the 14th day of February, 1900.

The Committee of Council submit for the approval of His Honour the Lieutenant Governor the undermentioned resolution of the Legislative Assembly, namely:

'That whereas, under the provisions of the Naturalization Act, many Chinese and Japanese have become British subjects:

'And whereas it is highly detrimental to the best interests of the country that the franchise and other rights and privileges attached to British citizenship should be conferred upon Mongolians or any native race of Asia:

'Be it therefore resolved, That this House views with alarm the admission of Mongolians to the rights of citizenship, and that the Dominion Government be requested so to change the naturalization laws that it will be impossible for any Mongolians or person belonging to any othero of the native races of Asia, to become a British subject.

The Committee advise that a copy of this Minute, if approved, be forwarded to the Honourable the Secretary of State.

Dated this 12th day of February, 1900.

A. CAMPBELL REDDIE,
Deputy Clerk, Executive Council.

Japanese Consul for Canada to Lord Minto.

VANCOUVER, B.C., 15th February, 1900.

YOUR EXCELLENCY,—In the name of His Imperial Japanese Majesty's government, I have the honour of calling your attention to the fact that in the legislative assembly of British Columbia are introduced a Bill entitled 'An Act to amend the Tramway Incorporation Act' and various private Bills, all of which contain sections prohibiting the employment of Japanese in works authorized by such Acts. As will be observed in the copy herewith inclosed the wording of the Bill first named is exactly the same as that of the Act bearing the same name that was disallowed by Your Excellency's government on 5th June last year.

In another Bill entitled 'An Act t o amend the Coal Mines Regulation Act,' introduced by Hon. the President of the Council, Your Excellency will observe that an educational test has seemingly been set up in the section three of the Bill for any person to be employed underground in coal mines. But it is openly declared on the floor by the honourable member of the provincial government that 'there was no use disguising the fact that the Bill aimed at the exclusion of one certain class—the Orientals,' the last word evidently including Japanese. It is clearly elucidated by some members (especially Mr. A. E. McPhillips and Colonel Baker) that the proposer of the Bill intended to do indirectly what was vetoed directly by the highest court of appeal. Your Excellency will see full account of the debate on this Bill in the copies of the press herewith inclosed. Two sample copies of the Private Bills are also inclosed.

And, urging the same objections to those Bills as I had the honour of urging against legislation of the same nature passed at the last session, I most respectfully request you to extend to the present instance the same enlightened and vigorous policy that was pursued in regard to the legislation of late years, and that if those Bills should be passed here, Your Excellency will give that legislation such consideration as will lead to the disallowance of the same.

I avail myself of this occasion to renew to Your Excellency the assurance of my highest consideration.

S. SHIMIZU,
His Imperial Japanese Majesty's Consul.

† Enclosures.
Copy of the Bill No. 15.
Copy of the Bill No. 14.
* Sample copies of private Bills.
Vancouver *World*, 1st and 2nd February.
Vancouver *News Advertiser*, 2nd and 3rd February.
Victoria *Colonist*, 13th and 14th February.

REPORT of the Hon. the Minister of Justice, approved by His Excellency the Governor General in Council on the 24th April, 1900.

DEPARTMENT OF JUSTICE, OTTAWA, April 12, 1900.

To His Excellency the Governor General in Council:

The undersigned referring to his report of 14th November, 1899, approved by Your Excellency on 14th December, 1899, upon the statutes of the legislative assembly of the province of British Columbia, passed in the year 1899, has the honour to state that in the said report h called attention to the following statute as affecting Japanese or their rights to employment in British Columbia, viz.:—

Chapter 39. 'An Act respecting Liquor Licenses.'
Chapter 44. An Act to grant a subsidy to a railway from Midway to Penticton.'
Chapter 46. 'An Act to amend the Coal Mines Regulation Act.'
Chapter 78. 'An Act to incorporate the Ashcroft Water, Electric and Improvement Company.'
Chapter 79. 'An Act to incorporate the Atlin Short Line Railway and Navigation Company.'
Chapter 80. 'An Act to incorporate the Atlin Southern Railway Company.'
Chapter 81. 'An Act to incorporate the Big Bend Transportation Company, Limited.'
Chapter 83. 'An Act to incorporate the Kamloops and Atlin Railway Company.'
Chapter 84. 'An Act to amend the Kitimaat Railway Act, 1898.'

Chapter 85. 'An Act to amend the Kootenay and North-west Railway Company's Act, 1898.'

Chapter 86. 'An Act to amend the North Star and Arrow Lake Railway Act, 1898.'

Chapter 87. 'An Act to incorporate the Pine Creek Flume Company, Limited.'

Chapter 88. 'An Act to incorporate the South Kootenay Railway Company,' and

Chapter 89. 'An Act to incorporate the Vancouver, Northern and Yukon Railway Company.'

The undersigned, for reasons stated or referred to in the said report, considered it undesirable that the provisions affecting Japanese contained in these Acts should remain in operation, and has recommended that the British Columbia government should be asked to consider and state whether these clauses would be repealed within the time limited for disallowance. A copy of this report as approved, was duly transmitted to the Lieutenant Governor of British Columbia, but no assurance has been received that any amendment will be made to any of these statutes. The legislature has also been dissolved, and as the time for disallowance will expire within a few days it becomes necessary for Your Excellency to take further action, unless these enactments are to remain.

As in the case of the legislation of British Columbia for the year 1898, which was found objectionable upon the same ground, there are two classes of statutes now in question.

Chapter 39. 'An Act respecting Liquor Licenses.'

Chapter 44. 'An Act to grant a subsidy to a railway from Midway to Penticton,' and

Chapter 46. 'An Act to amend the Coal Mines Regulation Act,' are Acts of more or less general operation, not dealing specially with private interests, and may be disallowed without inconvenience. The other statutes above mentioned, however, are Acts of incorporation of private companies, or Acts in amendment of such incorporating Acts. The section affecting Japanese has apparently been introduced into these Acts not at the instance of the companies, but in pursuance of the policy of the provincial government, and in these circumstances the undersigned considers it would be unjust and perhaps productive of great hardship, if the charters of these companies or the Acts upon which their powers depend, were disallowed. The reasons which on a previous occasion operated to save the private Acts from disallowance, may similarly again avail. The undersigned reaches this conclusion the more readily because he is of opinion that the provisions in question are *ultra vires* of the provincial legislature, as affecting aliens.

Inasmuch, however, as certain statutes of British Columbia were disallowed in 1899 on account of provisions, attempting to render illegal the employment of Japanese, and as certain other statutes will, if this report be approved, soon be disallowed for the same reason, the undersigned considers that by the time of another session of the legislature it will be safe to hold that the views of Her Majesty's government and of this government with regard to anti-Japanese legislation, are generally and sufficiently understood in British Columbia, and, therefore, it may well be considered, in case of this objectionable section appearing in future Acts of incorporation or Acts affecting private companies, that these companies' Acts ought not to have exceptional treatment. The applicants may be held to have obtained the legislation at their own risk, and persons dealing with corporations incorporated by charters attempting to impose disabilities upon aliens may also be held to have acted with notice of the views entertained by Your Excellency's government, and of the action which would probably be taken with respect to such measures.

For these reasons, and the reasons stated in previous correspondence and reports, the undersigned recommends the disallowance of the said chapters 39, 44 and 46, and that the other chapters above mentioned be left to their operation.

The undersigned in the same report referred to chapter 50, 'An Act to amend the Placer Mining Act.'

That Act has also been the subject of a special report of the undersigned, dated 12th January, 1900, approved by Your Excellency on 10th February.

By the last mentioned report the undersigned set out the reasons on account of which he considered that the statute was *ultra vires*, and ought to be disallowed. This report, in pursuance of the recommendation of the undersigned, has been communicated to the provincial authorities, and there has just been referred to the undersigned a despatch of the Lieutenant Governor of British Columbia, dated 7th instant, transmitting copy of an approved minute of the Executive Council of the province, dated 6th instant, adopting the report of the Provincial Attorney General upon the communication of Your Excellency's government. The Attorney General states in his report that he differs from the view of the undersigned as to the authority of the legislature to pass the statute in question, both so far as aliens are concerned and as to incorporated companies. He states, however, that at the recent session of the legislative assembly it was practically the unanimous opinion of the members that it was advisable to repeal the Placer Mining Amendment Act, 1899, that the present government of the province has announced as part of its policy an intention to introduce a measure to repeal the said statute, and that it is altogether probable that the statute will be repealed, no matter who may constitute the government when the next session of the legislative assembly takes place. The Attorney General suggests, however, the expediency of allowing the statute to remain in force to afford an opportunity for a legal question to be submitted to the court, and he concludes by stating that it is quite impossible for the government to give any assurance that the Act will be repealed in time to obviate the necessity of the question of disallowance being decided by the Dominion government.

As the Act is in the opinion of the undersigned clearly in excess of provincial authority and ought not to remain in operation, and as the reply of the government of British Columbia cannot be regarded as a satisfactory assurance that the Act will be repealed, the undersigned considers that, for the reasons stated above and in his previous report, the said chapter 50 ought to be disallowed, and he recommends accordingly.

The undersigned further recommends that a copy of this report, if approved, be transmitted to the Lieutenant Governor of British Columbia, for the information of his government.

Respectfully submitted,

DAVID MILLS,

Minister of Justice.

AT THE GOVERNMENT HOUSE AT OTTAWA,

TUESDAY, the 24th day of April, 1900.

PRESENTS

His Excellency the Governor General in Council.

Whereas the Lieutenant Governor of the province of British Columbia with the legislative assembly of the said province of British Columbia did on the 27th day of February, 1899, pass certain statutes which have been transmitted, numbered chapter No. 39, intituled 'An Act respecting Liquor Licenses,' chapter No. 44, intituled 'An Act to grant a subsidy to a railway from Midway to Penticton,' chapter No. 46, intituled 'An Act to amend the Coal Mines Regulation Act,' and on the 18th day of January, 1899, chapter No. 50, intituled 'An Act to amend the Placer Mining Act.'

And whereas the said statutes have been laid before His Excellency the Governor General in Council, together with a report from the Minister of Justice recommending that the same be disallowed.

Now, therefore, His Excellency, by and with the advice of the Queen's Privy Council for Canada has this day been pleased to declare his disallowance of the said statutes and the same are hereby disallowed accordingly.

Whereof the Lieutenant Governor of the province of British Columbia and all other persons whom it may concern are to take notice and govern themselves accordingly.

JOHN J. McGEE.
Clerk of the Privy Council.

I, Sir Gilbert John Elliot Murray Kynnymond, Earl of Minto, Governor General of Canada, do hereby certify that the statutes passed by the legislative assembly of the province of British Columbia and assented to by the Lieutenant Governor of the said province of British Columbia on 27th February, 1899, numbered chapter 39, intituled 'An Act respecting Liquor Licenses,' chapter No. 44, intituled 'An Act to grant a subsidy to a railway from Midway to Penticton,' chapter No. 46, intituled 'An Act to amend the Coal Mines Regulation Act,' and on the 18th January, 1899, chapter No. 50, intituled 'An Act to amend the Placer Mining Act,' were received by me on the 27th of April, 1899.

Given under my hand and seal this 24th day of April, 1900.

MINTO.

The Under Secretary of State to His Honour the Lieutenant Governor of British Columbia.

DEPARTMENT OF SECRETARY OF STATE, OTTAWA, 25th April, 1900.

SIR,—I have the honour to acquaint you that on the 24th of April, 1900, His Excellency the Governor General was pleased, by and with the advice of the Queen's Privy Council for Canada, to declare his disallowance of chapters thirty-nine, forty-four and forty-six of the session of the British Columbia legislature of 1899, intituled respectively: 'An Act respecting Liquor Licenses,' 'An Act to grant a subsidy to a railway from Midway to Penticton,' and An Act to amend the Coal Mines Regulation Act,' which Acts were assented to by you on the 27th day of February, 1899. I have further the honour to inform you that His Excellency the Governor General, by and with the advice of the Queen's Privy Council for Canada, has been pleased to declare his disallowance of chapter fifty of the same session of your legislature, intituled 'An Act to amend the Placer Mining Act,' which Act was assented to by Your Honour on the 18th January, 1899. The Order in Council declaring the disallowance of these Acts is herewith enclosed, together with Lord Minto's certificate as to the date of their receipt by him.

JOSEPH POPE,
Under Secretary of State.

P.C. 1703 and 1704, 1900.

To His Excellency the Right Honourable Sir Gilbert John Elliot, Earl of Minto, and Viscount Melgund of Melgund, County of Forfar, in the Peerage of the United Kingdom, Baron Minto, County of Roxburg, in the Peerage of Great Britain, Baronet of Nova Scotia, Knight Grand Cross of the Most Distinguished Order of St. Michael and St. George, etc., etc., Governor General of Canada, in Council.

THE PETITION of the undersigned, being residents of the Province of British Columbia,

HUMBLY SHEWETH;

That various enactments of the Province of British Columbia for the purposes of limiting or preventing the immigration of the Mongolian races into this pro-

vince, and the employment of them upon public and other works therein have been disallowed.

And that whilst your petitioners in no way question the power of disallowance, they venture to believe that a fuller knowledge of the present conditions of Mongolian immigration into this province, and its effect upon our labouring class, will seriously modify your views;

Wherefore, be it known that between the 1st day of January, 1900, and the 30th day of April, 1900, inclusive, four thousand six hundred and sixty-nine (4,669) Japanese landed in Victoria and Vancouver; and that during the same period thirteen hundred and twenty-five (1,325) Chinese landed in Victoria, making a total of nearly six thousand within the short space of four months; the result of which is that this province is flooded with an undesirable class of people, non-assimilative, and most detrimental to the wage-earning classes of our people, and also a menace to health;

That your petitioners are not unmindful of Imperial interests, and express feelings of the greatest loyalty to all Imperial intrests, whilst respectfully calling attention to this serious inroad upon the welfare of the people of this province;

Wherefore, your petitioners humbly pray that Your Excellency may be pleased to sanction the passing of an Act inhibiting the imigration of the above-mentioned class of people to Canada.

And as in duty bound, your petitioners will ever pray.

H. GIBSON,
A. ROSS,
J. BARBER,
W. FULLERTON,
H. CALLOW,
H. TAYLOR,
And 2,161 others.

P. C. 358 L.

(Canada—No. 186.)

Mr. Chamberlain to Lord Minto:

The Secretary of State presents his compliments to the Officer administering the Government of Canada, and has the honour to transmit to him for the information of His Ministers, with reference to previous correspondence, the papers described in the subjoined schedule respecting Japanese emigration to Canada.

DOWNING STREET,
July, 1900.

Date.	Description of Document.
1900. June 30.	Copy of letters from the Foreign Office with enclosures.

The Under Secretary of State,
Colonial Office.

FOREIGN OFFICE, June 30, 1900.

SIR,—I am directed by the Secretary of State for Foreign Affairs to transmit to you, to be laid before the Secretary of State for the Colonies, the accompanying copy of a despatch, as marked in the margin, concerning Japanese Emigration to Canada.

FRANCIS BERTIE.

No. 60.

The Marquess of Salisbury, K.G., &c., &c., &c.

TOKIO, May 19, 1900.

MY LORD,—I have the honour to report that repeated notices have appeared in the local press relative to the rapidly increasing and apparently excessive emigration of Japanese labourers to the Pacific Coast of the United States and Canada; and it has been stated that the Japanese Consul at Vancouver has reported to his Government that from the 1st to the 26th ultimo, 4,500 Japanese emigrants had arrived there, a large number of whom were unable to find employment and were in an indigent condition.

In consequence of these reports the Imperial Japanese Foreign Office have issued instructions to the local authorities in Japan, translation of which I have the honour to enclose, limiting the number of emigration permits which may be issued in each Prefecture during any one month.

In this connection I have the honour to inclose copies of an article in the 'Japan Times' of this day's date, giving the substance of an interview with Mr. David Glass, of British Columbia on the subject of Japanese immigration in Canada and commenting thereon.

I have, &c.,

J. B. WHITEHEAD.

(*Translation*).

The instructions issued by the Foreign Office to the Local Governors with regard to the restriction of Emigration to Canada.

The instructions dated May 17, 1900, after referring to previous instructions on the subject, to the extraordinary number of Japanese emigrants who have recently found their way to Canada, and to the renewal of the agitation in consequence against Japanese labourers, proceed: 'It has now become urgently necessary to reduce still further the number limit, and accordingly until instructions on the subject are in due course issued these fresh instructions are given and in future you shall limit the number of emigrants to Canada who pass through the hands of emigration agents to not more than five a month for each emigration agent in all the localities throughout the country. And the number of emigrants who do not pass through the hands of the emigration agents shall as hitherto be fixed at not more than five a month for each prefecture and no more shall receive travelling permits.

'Permission may be granted to as many as fell short of the limit number in the four winter months during the remaining months of the next year, a proper proportion for each month, but under such circumstances the number of emigrants dealt with by emigration agents shall not exceed ten a month.'

P. C. 398 L.

HIS IMPERIAL JAPANESE MAJESTY'S CONSULATE.

VANCOUVER, B.C., August 7, 1900.

To the Rt. Hon. Sir WILFRID LAURIER,
Prime Minister,
Ottawa, Ont.

SIR,—I have the honour to confirm my telegram despatched you this morning to the effect that I have received a cablegram from my government stating that it has

entirely forbidden, for the present, the emigration from Japan to Canada and also to the United States.

The reason for the steps taken by my government is obvious. While an exceedingly cordial feeling of friendship has existed between our imperial government and your Dominion government, an anti-Japanese movement has been at work for years past in the province of British Columbia.

It has been supposed here sometimes that Japan has been trying to throw a part of her ever increasing population out across the Pacific, in spite of the opposition of some people here. But this action of my government will prove such a supposition absolutely baseless.

As to those Japanese immigrants already here I have no doubt but that your government will see that they are treated in every way on the equal footing accorded to people of any civilized country.

S. SHIMIZU,
His Imperial Japanese Majesty's Consul.

397 L.

THE GOVERNMENT OF THE PROVINCE OF BRITISH COLUMBIA.

LT.-GOVERNOR'S OFFICE,
VICTORIA, B.C., 16th of August, 1900.

The Honourable Secretary of State,
Ottawa.

SIR,—I have the honour to forward, herewith, a certified copy of an approved minute of the 14th inst., embodying a resolution passed by the Legislative Assembly of British Columbia, setting forth the opinion of that body as regards the effective mode of dealing with the question of restricting Mongolian immigration in Canada.

HENRY G. JOLY DE LOTBINIERE,
Lieut.-Governor.

Copy of a Report of a Committee of the Honourable the Executive Council, approved by His Honour the Lieutenant Governor on the 14th day of August, 1900.

The Committee of Council submit for the approval of His Honour the Lieutenant Governor the undermentioned resolution of the Legislative Assembly, namely:—

Resolved, 'Whereas resolutions have been passed by this House from time to time requesting the Dominion Government to increase the poll tax on Chinese immigrants into Canada;

'And whereas the Dominion has passed an Act known as the "Chinese Immigration Act, 1900," increasing the poll tax from the sum of $50 to $100;

'Be it resolved, that, in the opinion of this House the said Act is ineffective and inadequate to prevent Chinese immigration into Canada;

'Be it further resolved that an humble address be presented to His Honour the Lieutenant Governor requesting him to respectfully urge upon the Dominion government that the effective mode of dealing with the question of restricting Mongolian immigration into Canada would be either increasing the amount of the per capita tax to the sum of $500, or by the passing of an Act based on the lines of the Natal Act known as the Immigration Restriction Act, 1897.'

The Committee advise that a copy of this minute, if approved, be forwarded to the Honourable the Secretary of State.

Dated this 13th day of August, 1900.

J. D.,
(Name undecipherable)
Clerk Executive Council.

Telegram.

414 L.

Imperial Japanese Consul to Lord Minto.

VANCOUVER, B.C., 1st September, 1900.

Your Excellency's attention is respectively called to the Acts respecting, first, liquor licenses; second, Vancouver Incorporation amendment; third, labour regulation; fourth, immigration, all of which passed legislature of British Columbia and assent just given by Lieutenant Governor of that province, the two bills last named, directed mainly against Japanese, while the rest affect interests of Japanese residents more or less injuriously. In the name of Imperial Japanese government may I respectfully request Your Excellency's best consideration in the matter. Am writing.

S. SHIMIZU,
Imperial Japanese Consul.

426 L.

Imperial Japanese Consul, Vancouver, B.C., to Governor General.

VANCOUVER, B.C., 1st September, 1900.

YOUR EXCELLENCY,—In the name of His Imperial Japanese Majesty's government, I have the honour of calling your attention to the following bills that were passed by the legislative assembly of British Columbia, and to which assent was given yesterday by His Honour the Lieutenant Governor of the province, namely:—

(1.) Bill No. 42, an Act relating to the employment on works carried on under franchises granted by private Acts.

The provisions embodied in the section 4 of this Bill will wholly deprive those Japanese residents in this province, who are unable to read in any language of Europe, of the opportunity of employment on works specified in the section. It will be readily seen that the regulation is not intended as an educational test, first, because an exception is made to be exempt from the reading test for certain class, as provided in the section 3, and secondly, because the Japanese language is not admitted for the test, in spite of the fact that the Japanese may be educated to the highest degree in their own tongue.

Nor is it a test of the vernacular language of this province, because other European languages than the English are admitted for the test. But judging from the debates on the floor, as reported in the press, this Bill is obviously and solely directed against Asiatics, including Japanese. Some clippings from the local press containing reports of the debates on this Bill are herewith inclosed for your information.

(2.) Bill No. 46, An Act to regulate immigration into British Columbia.

It is scarcely necessary to point out that the object of this Bill is to prohibit immigration of Japanese into this province, as Chinese are made to be exempted from the application of this Act.

My objections as stated in the foregoing paragraph will apply to this instance with even stronger force. Should this Bill come into force, not merely immigration of labourers, but movement of Japanese merchants and travellers will also be injuriously interfered with.

Your Excellency is no doubt aware that the Imperial government which I have the honour to represent, entirely forbade emigration of Japanese labourers into Canada for the present. And it will continue to do so as long as it is deemed advisable. Under the circumstances, I fail to see the reason why the government of this province should pass such a legislation.

Some clippings from the local press containing reports of the debates on this Bill are also inclosed.

May I trust that this Bill will be disallowed before it shall come into force on the 1st day of January next?

(3.) Bill No. 19, An Act to revise and consolidate the Vancouver Incorporation Act.

The section 7 of this Bill deprives the Japanese residents in the city of Vancouver of the franchise of voting in any municipal election.

For your information I may state that there are many Japanese residents in this city, merchants of good standing, missionaries, myself and others, who would thus be deprived of the privilege at present enjoyed.

This enactment, therefore, cannot but be considered as an unfriendly action. In addition I beg to remind you that the annual municipal election of the city is to be held in January.

(4.) Bill No. 5, An Act respecting liquor licenses.

In section 2 of this Bill 'Mongolians' are excluded from the expressions 'householder' and 'inhabitant.' The consequences of these provisions will be seen inthe sections 22, 28 and 44 of the Bill. The Hon. the Attorney General of the province, who introduced the Bill, and by whose motion the word 'Mongolians' was substituted for the original words 'Chinese and Japanese,' has seemingly evaded to answer my inquiry, officially made in writing, as to whether the word in question is meant to include Japanese. But some of his collegues in the cabinet answered me in the affirmative in his presence. Here I beg to add that, though I was informed by the proper authority of the provincial government that this Bill, together with the others passed, received assent of the Lieutenant Governor of the province, it does not appear in the lists of Acts, to which assent was given, that is published in the Provincial Parliamentary paper. Now, urging the same objections to these Bills as I had the honour of urging against legislation of similar nature passed at the late sessions, I would most respectfully request Your Excellency to extend to the present instance the same enlightened and vigorous policy, that was pursued by your government, in regard to the legislation of late years, and to give that legislation such consideration as will lead to the prompt disallowance of the same.

I avail myself of this opportunity to renew to Your Excellency the assurance of my highest consideration.

S. SHIMIZU,
His Imperial Japanese Majesty's Consul.

431 L.

Imperial Japanese Consul to Lord Minto.

HIS IMPERIAL JAPANESE MAJESTY'S CONSULATE FOR CANADA,

VANCOUVER, B.C., 5th September, 1900.

YOUR EXCELLENCY,—With reference to my representation, dated the 1st instant, in regard to certain legislation of British Columbia, I have the honour to inform you that yesterday I have received an answer from the Attorney General of the province, regarding certain word of the Liquor License Act, copy of which is herewith inclosed. I beg also to state that I have found that to that Act, assent was given by the Lieutenant Governor on 10th August last.

S. SHIMIZU,
His Imperial Japanese Majesty's Consul.

SESSIONAL PAPER No. 74b

VICTORIA, B.C., 4th September, 1900.

S. SHIMIZU, Japanese Consul,
Vancouver.

I must beg most respectfully to decline to express an opinion regarding the intention that resulted in introduction of word 'Mongolians' into Liquor License Act, 1900, or as to construction to be placed thereon.

D. M. EBERTS,
Attorney General.

P. C. 2187.

CERTIFIED Copy of a Report of the Committee of the Privy Council, approved by His Excellency the Governor General on the 21st September, 1900.

On a memorandum dated September 3, 1900, from the Secretary of State, submitting that he has had under consideration the many representations made by the legislature and people of British Columbia on the subject of Chinese and Japanese immigration into that province to some of which he desires to call particular attention.

The Minister observes that at a recent sitting of the Legislative Assembly of the province, a resolution was adopted declaring that the Chinese Immigration Act passed at the last session of the parliament of Canada, increasing the capitation tax from $50 to $100 is ineffective and inadequate to prevent Chinese immigration into Canada, and expressing the opinion that the only effective mode of dealing with the question of restricting Mongolian immigration into Canada would be by either increasing the amount of per capita tax to the sum of $500, or by the passing of an Act based on the lines of the Natal Act known as the 'Immigration Restriction Act of 1897.'

That in the month of May last (1900) two numerously signed petitions from the residents of British Columbia to His Excellency the Governor General in Council, were received representing that between January 1 and April 1 of th pre-ent year (1900) 4,669 Japanese landed in Victoria and Vancouver, and that during the same period 1,325 Chinese landed in Victoria, making a total of nearly 6,000 within the short space of four months, and alleging that the result is 'that the province is flooded with an undesirable class of people non-assimilative and most detrimental to the wage-earning classes of the people of the province, and that this extensive immigration of orientals is also a menace to the health of the community.'

That the petitioners assert that they are not unmindful of Imperial interests, and while expressing feelings of the greatest loyalty to those interests, they respectfully call attention to what they term a serious inroad upon the welfare of the people of the province and they ask that an Act be passed inhibiting the immigration of the above mentioned classes of people to Canada.

That it has also been alleged in other communications on the subject that there was probability of a greater disturbance to the economic conditions existing in the province and of grave injury being caused to the working classes by the large influx of labourers from China and Japan, as the standards of living of the masses of the people in those countries differ so widely from the standards prevailing in the province, thus enabling them to work for a much less wage.

That it is also urged that it is in the interest of the Empire that the Pacific Province of the Dominion should be occupied by a large and thoroughly British population rather than by one in which the number of aliens would form a large proportion.

The Minister also desires to call attention to the many acts passed by the Legislative Assembly of the province declaring that Chinese or Japanese persons shall not be allowed to find employment on works, the construction of which has been author-

ized or made possible of accomplishment by certain privileges or franchises granted by the Legislature, which Acts have been disallowed by reason of the discrimination including Japanese.

The minister submits that owing to these representations made by the legislature and the people of British Columbia, the Right Honourable the Premier during the last session of Parliament of Canada, when introducing the Bill authorizing the increase in the capitation tax on Chinese coming into the Dominion from $50 to $100, announced that the government had come to the conclusion that it would be wise at the present time to follow the course adopted by the government of Canada in the year 1884, and have the complaints and statements referred to, investigated, the inquiry to include the question as to whether the Japanese should be treated as the Chinese were, and whether or not they present the same objectionable characteristics as were alleged against the Chinese, and that a royal commission would be appointed to investigate and examine into the whole question, making a full report so that the views of the people of British Columbia might be placed before the Imperial authorities.

The Minister therefore recommends that a thorough and full investigation be made, under a royal commission, into the foregoing statements and representations, and that Roger C. Clute, of Toronto, Ralph Smith, of Vancouver, and Daniel J. Munn, of New Westminster, be appointed commissioners for the purpose of such investigation, and that pursuant to the provisions of Chapter 114, Revised Statutes of Canada, entitled 'An Act respecting inquiries concerning public matters,' they as such commissioners be given the full power of summoning witnesses and requiring them to give evidence on oath or on solemn affirmation, and to produce such documents and papers as they may deem requisite.

The Minister further recommends that reasonable advance be made to the commissioners to cover living and travelling expenses, that F. J. Dean, of Kamloops, be appointed secretary to the Commission, and that for the purpose of taking such evidence they be authorized to employ a stenographer to take down the evidence, whose remuneration shall be fixed by the commissioners.

The committee submit the foregoing for Your Excellency's approval.

JOHN J. McGEE,
Clerk of the Privy Council.

496 L.

The Right Hon. Jos. Chamberlain to His Excellency the Governor General.

DOWNING STREET, October 5, 1900.

MY LORD,—With reference to my despatch, No. 186 of 5th July, and to previous correspondence as to the position of Japanese subjects in British Columbia, I have the honour to transmit you, for communication to your ministers, copies of a despatch from Her Majesty's Charge d'Affaires at Tokio and of a note from the Japanese Minister at this court on the subject.

2. Your ministers will observe that the Japanese minister protests against certain Acts discriminating unfavourably against Japanese subjects which have recently been passed by the legislature of British Columbia, and I have no doubt that this protest will receive the attentive consideration of your government.

3. The action of the Japanese government in prohibiting the emigration of Japanese subjects to British Columbia, in view of the state of local feeling there, appears to Her Majesty's government to show their desire to deal with this question in a friendly spirit, and to obviate as far as possible the need for such.

4. I shall be glad to be furnished with copies of the Acts referred to in the Japanese minister's note, and of any similar provincial legislation passed since 1898, and any observations which your ministers may wish to offer on them.

J. CHAMBERLAIN.

SESSIONAL PAPER No. 74b

Mr. J. B. Whitehead to the Most Hon. the Marquess of Salisbury.

TOKIO, August 12, 1900.

MY LORD,—Having noticed in the local newspapers a statement to the effect that in view of a racial prejudice against the entry of Japanese labourers into the United States and British Columbia, the Japanese Foreign Office had on the 2nd instant ordered the Governors of the provinces to prohibit emigration to those two countries, I took an opportunity of asking Viscount Aoki whether this were the case.

His Excellency confirmed the report and said that he had issued this prohibition because, although the action of the Dominion government had been most friendly in the matter, he had become convinced that popular feeling in British Columbia was so strongly against Japanese emigration that it would be a wise precaution, in order to avoid disagreeable incidents, to suspend emigration to that colony for a time.

J. B. WHITEHEAD.

The Japanese Ambassador to the Most Hon. the Marquess of Salisbury.

JAPANESE LEGATION, September 18, 1900.

MY LORD MARQUESS,—The Japanese Consul at Vancouver has reported to my government that the legislative assembly of British Columbia had recently passed four Bills which provide discriminating treatment against Japanese subjects. On the 31st of August last the Bills in question have received the approval of the Lieutenant Governor of British Columbia, and they are now waiting the assent of the Governor General of Canada.

The Bills referred to are, first, the Liquor License Act, by which the Japanese undergo the discriminating treatment under the name of Mongolians, second, the Immigration Regulation Act, and the Labour Regulation Acts, in both of which the knowledge of the European language is made a necessary qualification of the immigrants and of the labourers; and third, the Amended Vancouver Incorporation Act, which exclude Japanese from enjoyment of various franchises.

Although the details of the Bills are not before me, the Consul's reports are enough to show that they were all formulated with the object of depriving Japanese emigrants from every facility and enjoyment of equal treatment. The Japanese Consul at Vancouver from the time when the Bills were first presented in the legislative assembly, has not failed to lodge the protest against the legislation so unfair towards the Japanese. His efforts, however, have not been successful and the Bills are now about to become laws.

The Imperial government being deeply sensible of the solicitous attention paid by Her Majesty's government, confidently believe that the legislation so unfriendly to Japan would not be sanctioned by the Governor General of Canada. And yet this renewed action on the part of British Columbia compels my government to instruct me to approach Your Lordship in a friendly spirit, with the view of asking Her Majesty's government to extend their enlightened policy, constantly shown by them towards Japan, to the present instance by inducing the Governor General of Canada to refrain from giving his assent to the Bills in question. Arguments against these unfair legislations have repeatedly been communicated to Your Lordship by my predecessor Mr. Kato on similar occasions. Therefore I do not here reiterate the reasons which may be said against those Bills, the Bills that only tend, it is feared to impair the friendly relations now happily existing between Great Britain and Japan.

I have now the honour to ask Your Lordship's good offices so that Her Majesty's government will exercise their influence in order that the aforesaid Bills may not be allowed to take effect of laws.

HAYASHI.

P. C. 397 L.

EXTRACT from a Report of the Committee of the Privy Council, approved by the Governor General on the 9th October, 1900.

The Committee of the Privy Council have had under consideration a despatch, hereto attached, dated 16th August, 1900, from the Lieutenant Governor of British Columbia, forwarding a copy of a minute of His Executive Council approved on the 14th August, 1900, submitting a resolution of the Legislative Assembly of British Columbia, upon the subject of Chinese immigration into Canada.

The Minister of Trade and Commerce to whom the matter was referred submits that the oft-repeated demands of the British Columbia Legislature for more restrictive measures had due consideration during the recent session of parliament when a new Chinese Immigration Bill was introduced and was fully discussed. The prevailing opinion of the majority of the members of the House of Commons and of the Senate was not in favour of approving of the restrictions demanded by the British Columbia Legislature, but the matter having had full discussion, it was deemed sufficient for the time being at least, to increase the poll-tax on Chinese from $50 to $100, such increase to take effect from the 1st January, 1901; and inasmuch as it was stated on the floor of the House that a Commission would be appointed to inquire into the matter, he the Minister does not deem it expedient to recommend any departure from the law as it now exists and is provided for from the 1st of January, 1901, until it is shown, after investigation, by report of such Commission that it is in the interests of the Dominion at large that further restrictions should be imposed.

The Committee on the recommendation of the Minister of Trade and Commerce, advise that, a certified copy of this minute be forwarded to the Lieutenant Governor of British Columbia, for the information of his government.

All which is respectfully submitted for Your Excellency's approval.

P. C. 431 L.

CERTIFIED copy of a Report of the Committee of the Privy Council, approved by His Excellency the Governor General on the 9th October, 1900.

The Committee of the Privy Council have had under consideration copies of the following despatches from His Imperial Majesty's Japanese consul, viz.:—

(1) Despatch, dated the 15th February, 1900, referring to an Act passed by the British Columbia Legislature No. 59, intituled 'An Act to amend the Tramway Incorporations Act.'

(2) Despatch, dated 1st September, 1900, calling attention to four Acts: (1) Liquor License, (2) Vancouver Incorporation Amendment, (3) Labour Regulations, and (4) Immigration.

(3) Despatch, dated 1st September, 1900, calling attention to Acts Nos. 5, 19, 42, and 46.

(4) Despatch, dated 5th September, 1900, calling attention to his despatch of 1st September, 1900, which referred to Acts Nos. 5, 19, 42, and 46, and enclosing copy of a communication, dated 4th September, 1900, received by him from the Attorney General of British Columbia.

The Committee on the recommendation of the Minister of Justice to whom the despatches in question were referred advise that copies of the same, which are hereto attached, be transmitted to the Lieutenant Governor of British Columbia for the report of his government upon the objections urged by the Japanese consul to the legislation in question.

All of which is respectfully submitted for Your Excellency's approval.

SESSIONAL PAPER No. 74b

P. C. 2457.

THE GOVERNMENT OF THE PROVINCE OF BRITISH COLUMBIA,

PREMIER'S OFFICE,
VICTORIA, (October, 1900.)

Rt. Hon. Sir WILFRID LAURIER,
Prime Minister,
Ottawa, Canada.

DEAR SIR WILFRID,—There are several matters affecting the mutual interests of the province of British Columbia and the Dominion of Canada concerning which the government is anxious that I should make representations to you and I am very desirous on my own account as well that you should have an opportunity of carefully considering the views of my colleagues and myself concerning them, which, I may say, are shared by a large majority of the people of British Columbia. The matters in question have for some time past been under discussion in the legislature, on the public platform and in the press, and I have no doubt that on account of the increasing interest felt in the east in the affairs of this western country they have already been brought under your notice. I propose going to Ottawa at an early date hoping to have the pleasure of a personal interview, and an intimation from you as to a favourable time to see you would be appreciated.

In the first place, you will have observed by the various expressions of opinion, and, particularly from the attitude of the legislative assembly, that there is a strong and growing feeling regarding the immigration of Mongolians. In the opinion of the government the time has fully arrived when some decisive steps should be taken by the authorities having complete and effective jurisdiction to permanently end the state of affairs complained of.

The question is not without its difficulties, I admit; but the continued unrestricted immigration of Chinese and Japanese cannot but result in the agitation now on foot being persisted in and growing into undesirable prominence. From the representations made by the Japanese Consul to this government it would appear that His Majesty's Imperial government has decided to prohibit the emigration of Japanese or rather to greatly restrict it. It depends, of course, on how far the proposed restriction goes as to whether it will be satisfactory or not. It may appear to you unreasonable that the people of British Columbia should desire to limit the privileges of a nation which has friendly treaty relations with Great Britain; but there are local considerations as well as imperial interests which must be taken into account. Owing to the geographical relation of British Columbia to the continent of Asia this province is the landing place for Oriental immigration to the Pacific coast and consequently the competition to which the labouring classes here are exposed is keenly felt in a way that cannot be appreciated in other parts of Canada. This applies to Japanese and Chinese alike.

I am not at all clear as to whether the powers of the province can constitutionally be applied to effect a remedy, but during the recent session of the legislature several earnest efforts were made to encompass the ends in view—with what success will appear when the legislation comes before your government for review. What I feel particularly is this, that an unquestionable remedy lies with the Dominion authorities, and having promised the House that we would use our utmost influence with your government, and through the Dominion government with the Imperial authorities, to bring about a settlement, I cannot too strongly urge upon your attention the great desirability of dealing effectively with our representations. The theory upon which the rights of other nations are based is undoubtedly a strong argument against enacting the restrictive measures which we are so desirous of seeing enforced; but it is a condition, not a theory, with which we have to contend. Other things being equal

we could not complain. If the people against whom we desire a measure of protection were in their standard of living on a par with our own the competition of Japanese and Chinese would be a legitimate one, but I need not point out to you what has been contended so often and with so much force against an indiscriminate and unrestricted immigration of Mongolians, that, without lowering the general standard of living necessary to meet the decrease in wages, it is not possible for white labour to exist in the face of a system that has grown up under conditions entirely foreign to Anglo-Saxon communities, wholly inapplicable in this country and out of harmony with our institutions. I am not prepared to say that there are not at the present time and that probably for a little time to come there will not be some avocations in which the Chinese and Japanese may be employed with actual benefit to the whole community. I believe there are. These, however, are limited, and even respecting these it is desireable to change the conditions as soon as possible. The introduction of machinery will in time in all probability afford very largely a substitute for such labour, and, in any event, if the employment of Mongolians in a limited way may be justified it certainly is very undesirable that any increase in the demand for their services should take place or that their employment should not be reduced to an absolute minimum.

A good deal has been said about public sentiment being educated to discourage the employment of Mongolian labour wherever possible, and while that may be commendable in itself it will fail in practice to meet the case; because in large industries, more particularly, the temptation to obtain the cheapest form of labour and to utilize it whenever and wherever available will undoubtedly exist.

In my opinion, the only satisfactory way to deal with the whole subject is by the increase of the per capita tax in such a measure as to surely limit the number of immigration and by the enactment of legislation similar to the Natal Act to regulate their employment while in the country. It is true that the Dominion government has increased the tax from $50 to $100 per head, but as you will have already ascertained the concensus of opinion, so far as this province is concerned, is that it fails to meet the requirements. Sentiment throughout British Columbia is absolutely opposed to any temporizing with the question. The opposition of the Imperial authorities must not be allowed to stand in the way of the interests of this, an integral and most loyal part of the Empire, and if sufficient remedies have been permitted to be exercised in the other colonies they cannot consistently be refused to Canada, our case being all the stronger from the fact that by our direct geographical relation as a highw ay oftraffic to the Orient we are particularly exposed to the evils of such immigration.

We look to the Dominion to afford us relief, and while I am absolutely opposed to an unconstitutional exercise of remedies by the province, by the very nature of things, if they are denied to us by the proper authorities, we shall have a continuance of undesirable agitation and hasty and ill-advised legislation. It will, furthermore, create an irritation prejudicial to the harmony which hitherto has always characterized our relations with the Dominion, and which is so necessary in giving full effect to the objects of Confederation.

I am sending as an appendix to this letter copies of the resolutions which have been passed during the recent session of the legislature, together with copies of the Acts relating to immigration and the regulation of labour. I also append a list of the resolutions and references which appear in our journals and sessional papers since Confederation, from which you will see that it has always been a live question in the minds of the people, and that as time has gone on the expressions of public sentiment have become more pronounced and frequent. This government desires to see the question finally and satisfactorily disposed of, and I can see no reason why it should not be taken hold of now as well as at some future time.

SESSIONAL PAPER No. 74b

If the government of Japan intends to adhere to the policy it has announced, it will possibly dispose of the matter as far as Japanese are concerned, but we want some definite assurance on that point. I am aware that the difficulties with respect to the Japanese are greater than with respect to the Chinese on account of the difference in the status of the two nations; but the conditions of competition being identical the problem, as far as we are concerned, is the same in both cases.

While on this subject I wish to call your attention to the frauds that have been perpetrated in connection with the naturalization of Japanese. This would seem to suggest some necessary amendments to the Naturalization Act in order to prevent the recurrence of such abuses in the future. The evasions of the Act which are taking place are of the most scandalous nature, and I have no doubt that after the subject has been thoroughly investigated, you will have further representations from the honourable the Attorney General.

In this connection als o Idesire on behalf of the government to bring again to the attention of your government the apportionment of the revenues arising out of the operation of the Chinese Immigration Act. While only one-quarter of the revenue so derived is returned to the Provincial Treasury practically this province has to suffer the whole of the evils arising from such immigration. What we beg to propose and believe to be our right is that the moneys remaining over after the expenses of administering the Act are met should be paid to this government. The right of the province to the present apportionment is, I understand, based upon the material effects of Chinese immigration in the province and is regarded as a compen-sation for resultant local evils. If the principle of any apportionment at all is a right and just one then the claims of the province to the whole of the revenue is equally obvious. I think that is so clear as not to admit of argument. The numbers of Chinese who find their way to Eastern Canada are small and the effect on the labour market in consideration of the largeness of the total population is in the aggregate so insignificant as not to be appreciable. On the other hand our population is so comparatively limited that any influx of Chinese is felt in a correspondingly increased ratio.

JAMES DUNSMUIR.
Premier.

STRATFORD, October 17, 1900.

APPENDIX to letter to Sir Wilfrid Laurier from Hon. James Dunsmuir, Premier of British Columbia, *re* Chinese and Japanese Immigration.

A. References in the Sessional Papers *re* Chinese and Japanese immigration, &c., from 1880 up to the present time.

B. References in the journals of the Legislative Assembly in British Columbia to Chinese and Japanese question from 1872 up to the present time.

C. Session of 1900:—

1. Extract from Speech from the Throne.
2. Resolution moved by Messrs. Tatlow and Garden.
3. Resolution by Messrs. Helmcken and Smith and amendment thereto by Messrs McInnes and Smith Curtis.
4. Question by Mr. Kidd *re* Japanese fishermen.
5. Question by Mr. Tatlow *re* Japanese immigration.
6. Telegram from Japanese Consul *re* Japanese immigration.
7. Vote on Mr. Helmcken's resolution *re* sub-letting contracts, and amendments by Messrs. McInnes and McPhillips.
8. Vote on Mr. Tatlow's resolution, and amendment thereto.
9. Resolution by Messrs. Hayward and Helmcken *re* naturalization of Chinese and Japanese.
10. Resolution by Messrs. Garden and Tatlow *re* Natal Act.

11. Vote on Mr. McInnes' Bill relating to labour.
12. Extract from Lieutenant-Governor's Speech, close of Session.
13. Copy of Bill by Mr. McInnes relating to Labour, withdrawn.
14. Copy of Bill by Mr. McInnes relating to Labour, given six months' hoist.
15. Copy of Act passed to regulate immigration into British Columbia.
16. Copy of an Act passed to regulate labour on works carried under franchise granted under private Acts.

A.—Sessional Papers.

1880.—Petition from the Anti-Chinese Association, Victoria, signed by Noah Shakespeare, president, asking for protection from the provincial government against the Chinese, and calling the attention of the Dominion government to the great influx of Chinese owing to their employment on the Canadian Pacific Railway, and praying that they should not be employed upon public works of any kind within the province. Page 406.

1883.—Provincial Secretary's report to the Executive on the subject of Chinese immigration, quoting the resolution of 1878 passed by the Legislative Assembly. Page 345.

1884.—Return of papers relating to the Chinese question printed for the information of the Select Committee on Chinese Immigration, containing a review of the resolutions passed by the Legislature and the representations made by the government to the Dominion authorities up to that time. Page 229.

1885.—Report of the Hon. Wm. Smythe's visit to Ottawa, one of the objects of which was the recognition of the right of the province to legislate against the Chinese or secure the substitution of effective legislation by the Dominion. Page 1.

1886.—Destitute conditions of Chinese in which it is pointed out that large numbers of Chinese have been thrown out of employment by the completion of the Canadian Pacific Railway and are in a starving condition, the province having protested against their immigration and employment looks to the Dominion to provide for them. Page 347.

Acts to prevent the Immigration of Chinese passed in 1884 and 1885, return of papers in connection with the same and report of the Minister of Justice on the disallowance of such Acts. Page 349.

Chinese Regulation Act, 1884, return of papers in connection with the collection of revenues under the same and enforcement of the Act. Page 355.

1890.—Petition against employment of Chinese on public works of the province, against employment of Chinese on contracts for public works, or where a grant of money or land is given in aid of any works, and asking the government to use their influence with the Dominion to have a similar clause inserted in all contracts made by them in this province. Page 391.

Petition against the employment of Chinese in the coal mines as a measure in the interests of safety and pointing out the immunity from accidents in the coal mines during the period that no Chinese were employed. Page 393.

1892.—Petitions to exclude Japanese and Chinese being employed in coal mines; one from Nanaimo, Wellington and Comox signed by about 3,000 persons, and another from Vancouver signed by 700 members of the local trade unions. Pages 465 and 475.

Chinese Immigration Act, report of the Executive Council approved March 3, 1891, praying the Dominion Government to increase the restrictive character of the Chinese Immigration Act of Canada. Page 627.

1894.—Copy of report of the Executive Council approved March 29, 1893, conveying copy of resolution passed by the Legislative Assembly praying that the Dominion Government might increase the *per capita* tax on Chinese immigration to

$100, and increase the amount of the revenues returnable to the province; and reply of the Dominion Government stating the undesirability of increasing the tax owing to trade relations with China. Page 1003.

1897.—Report from Minister of Trade and Commerce, Ottawa, respecting the desirability of increasing capitation tax on Chinese and submitting that British Columbia is entitled to three-fourths of such revenue, in reply to a resolution of the Legislative Assembly respecting the same. The Minute states that similar representations have been received from British Columbia, and declines to consider the request. Page 949.

Naturalization of Chinese and Japanese, papers relating to the proposal embodied in a resolution of the Legislative Assembly asking that a residence of ten years be required for naturalization and the reply of the Minister of Trade and Commerce to the effect that the suggestion is not practicable considering the relations and treaties existing between the British government and those of China and Japan. Page 1,277.

1898—Chinese and Japanese labour in metalliferous mines, return to an order of the House for copies of all correspondence relative to such employment. Page 769.

1899—Chinese and Japanese immigration, papers respecting the number of Chinese and Japanese landed in the province during the years 1897-98. Page 1383.

Chinese *per capita* tax, papers respecting the proposed increase of the *per capita* tax on Chinese immigrants; report of the Privy Council approved May 15,, 1899, with reference to a resolution passed by the Legislative Assembly requesting the *per capita* tax to be increased to $500 being adverse to any interference with the Chinese Immigration Act as it stands. Page 1385.

B.—JOURNALS.

February 26, 1872.—Motion to tax Chinamen $50 per head per annum lost, yeas 7, nays 15. Page 15.

February 28.—Motion to prohibit Chinese labour on provincial and federal works lost, yeas 5, nays 17. Page 16.

January 12, 1873-74.—Motion to impose *per capita* tax on Chinese residents negatived. Page 18.

May 9, 1876.—Committee of the Whole for the purpose of considering expediency of taking steps towards preventing immigration of Mongolian population, report adopted by House. Page 46.

July 31, 1878.—Resolution passed by Legislative Assembly against employment of Chinese on public works and favouring insertion of clause in all contracts to that effect. Page 82.

February 19, 1879.—Select Committee appointed to report on the best means of dealing with the Chinese population and preventing further immigration. Page 20.

March 28.—Report of Select Committee recommending address to Dominion government asking that measures be adopted to effectually prevent further immigration of Chinese. Page 47.

April 7.—Draft of address to Dominion government by Select Committee signed by Geo. A. Walkem, Chairman, (now Mr. Justice Walkem) in which representations to the Dominion government are very strong. Page 55.

April 19, 1880.—Petition from Anti-Chinese Association. Page 17.

April 21.—Resolution passed urging Dominion government to pass an Act similar in principle to the Queensland Act. Page 20.

April 22nd.—Resolution passed requesting the Dominion government to empower the province of British Columbia to pass an Act intituled 'The Chinese Tax Act,' copy of which is included in resolution. Page 21.

Feb. 28, 1882.—Resolution passed requesting the Dominion government to induce contractors on the Canadian Pacific Railway to employ white labour only. Page 10.

Report of the Executive Council approved March 9, uring on the Dominion government the desirability of giving effect to the foregoing resolution. Page 11.

Reply from the Dominion government and further representations from the Executive Council of the province. (See pages 232, 233, Sessional Papers, 1884.)

January 26, 1883.—Order in council *re* influx of Chinese. (See Sessional Papers, 1884, p. 5.)

February 18, 1884.—Royal Assent to Act Regulating Chinese Immigration. Page 77.

December 7, 1883.—Committee of the Whole to consider best means to prevent Chinese immigration; reported that Select Committee be appointed to draft an Act to restrict the immigration of Chinese. Report adopted. Page 12.

January, 21.—Reported. Acts to regulate the Chinese population and to prevent their immigration; with address to the Governor General on the subject; report adopted. Pages 37 and 38.

Question by Mr. Duck as to what had been done by the government *re* carrying out the view of the House on Chinese immigration, with reply of government. Page 18.

February 25, 1885.—Resolution regarding disallowance of Act regulating and preventing immigration of Chinese and making further representations to the Dominion government in favour of restrictive legislation. Page 46.

March 9.—Royal Assent to another Bill preventing Chinese immigration. Page 72.

February 9.—Resolution *re* disallowance of an Act to prevent immigration of Chinese and representations to the House of Commons on the Chinese question praying for enactment of laws to prohibit further immigration. Page 30.

February 23.—Report of Select Committee on Chinese question. Page 43.

February 17, 1886.—Amendment to the Chinese Regulation Act, 1884; Bill introduced. Page 26.

February 25.—Bill withdrawn, being out of order. Page 36.

March 11.—Select Committee appointed to prepare a clause to be inserted in all private Bills regulating employment of Chinese in conection therewith. Page 47.

March 17.—Report of Select Committee received. Page 52.

February 26.—Motion to insert clause in all private Bills withdrawn. Page 37.

March 1.—Motion negatived to reduce tax for mining licenses and also to prevent Chinese from cutting hemlock timber on Crown lands. Page 38.

February 1.—Order for return of licenses granted under Chinese Regulation Act, 1884, number of arrests and convictions, &c. Page 11.

February 1.—Resolution requesting papers to be brought down referring to an Act to Prevent Immigration of Chinese, 1884 and 1885. Page 11.

February 5.—Return *re* Chinese destitution. Page 13. (See Sessional Papers.)

February 8.—Return of papers ordered by the House *re* Acts to prevent immigration of Chinese, 1884 and 1885. Page 15. See Sessional Papers, 1886.)

February 8. Papers referring to Chinese Regulation Act, 1884. Page 15. (See Sessional Papers, 1886.)

February 19.—Return of revenue under Chinese Regulation Act. Page 30.

March 22, 1887, *et seq.*—Divisions on motion to add Chinese clause to certain Bills, negatived. Pages 60, 63, 64, 82 and 86.

March 18, 1890.—Petition *re* Chinese labour on public contracts. Page 67.

March 19.—Petition from miners of Nanaimo, Wellington and Comox against Chinese working underground in collieries. Both petitions ordered printed. Page 69.

February 5, 1891, *et seq.*—Motions to insert sections providing against employ-

ment of Chinese on work undertaken in pursuance of private Bills negatived. Pages 23 to 26, 64, 69 to 71, 88 to 90, 138.

February 19.—Resolution favouring reference of the powers of the House to pass Acts containing clauses prohibiting the employment of Chinese to the Supreme Court of the province, and long amendment thereto. Both motion and amendment were withdrawn. Pages 40-41.

January 22.—Resolution in favour of Chinese clause in all private Bills; debate adjourned. Page 7.

February 24.—Resolution in favour of increasing the *per capita* tax from $50 to $200 and amendment. Motion as amended carried. Page 50.

February 25.—Amendment not to include Japanese under same restriction as Chinese carried, 16 to 14. Page 53.

February 27.—Resolution *re* Chinese immigration asking that it should be made more restrictive passed, 18 to 10. Page 56.

March 28, 1892, *et seq.*—Insertion of Chinese restriction clause in private Bills negatived. Pages 77, 95, 138 and 146.

April 1.—Resolution *re* increased restriction Chinese immigration, previous question moved and carried, 14 to 13. Pages 85 and 86.

February 17.—Petition from 2,689 miners of Nanaimo, Wellington and Comox against Chinese and Japanese working underground ordered printed. Pages 18 and 21.

February 19.—Petition from Alberni district *re* Chinese and Japanese. Page 24

February 22.—Petition *re* Chinese and Japanese. Page 24.

March 3.—Petition from Vancouver Trades and Labour Council *re* Chinese and Japanese working underground. Page 37.

March 9.—Resolution passed for return of correspondence, &c., *re* resolution of last session asking that the Chinese Immigration Act of Canada be made more restrictive in its provisions. Page 46.

March 16.—Presentation of papers ordered by the House respecting the foregoing resolution Page 62.

February 17, 1893.—Resolution *re* Chinese Immigration Act requesting the Dominion government to make it more restrictive in certain ways carried 15 to 14. Pages 26 to 27.

March 20.—Resolution adopted requesting the Dominion government to increase the *per capita* tax to $100 and to give this province 75 per cent of the said tax. Pages 77-91.

February 23.—Mr. Keith's Bill to amend the Coal Mines Regulation Act, 1888, and the Coal Mines Amendment Act, 1890, was negatived by 16 to 12. Page 35.

January 29, 1894.—Resolution *re* amendment of the Municipal Act to enable corporations to tax persons or companies employing Chinamen $50 per year for each Chinamen, ruled out of order. Page 15 .

January 25.—Resolution adopted praying the Dominion government to increase the *per capita* tax to $100 and expressing the opinion that three-fourths of all moneys received should be paid to the province. Page 10.

February 8.—Resolution passed praying for copies of all correspondence *re* Resolution of 1893 praying the Dominion government to increase the *per capita* tax to $100, &c., Page 31.

February 15.—Copies of above referred to papers presented to the House. Page 41.

December 22, (1894) 1895.—Resolution praying that the *per capita* tax be increased to $100 and that three-fourths of all moneys received in British Columbia should be paid to the province. Page 55.

January 24.—Resolution adopted in favour of the government taking steps against Chinese holding liquor licenses. Page 88.

February 8.—Section introduced to amend 'An Act to Further Amend Act 44 Victoria, Chapter 19' against employment of Chinese or Japanese, negatived, 17 to 10. Page 114.

February 12, 1896.—Question as to steps to test the constitutionality of the section of the Coal Mines Regulation Act prohibiting the employment of Chinese underground. Page 37.

February 15, 1897.—Resolution adopted urging the desirability of increasing the *per capita* tax to $100 and that three-fourths of all moneys received should be paid to British Columbia. Pages 12 and 34.

April 20.—Return of pages *re* increase of capitation grant. Page 120.

April 26.—Return asked for as to number of Chinamen who are tenants of the Crown. Page 131.

April 26.—Inquiry as to steps taken to prevent employment of Chinese in the mines of the Union Colliery Company. Page 131.

April 30.—Resolution urging on Dominion government the necessity of Chinese and Japanese residing ten years before becoming naturalized. Page 141.

March 18.—Government asked as to what action it would take with reference to a Bill from the recent decision of the Supreme Court *re* Coal Mines Regulation Act. Page 64.

April 28.—Resolution requesting the Dominion government *re* treaty with Japan to make such stipulations as will prevent unrestricted immigration of Japanese in Canada. Page 136.

April 6, 1898.—Coal Mines Regulation Act read a second time, 17 to 19. Page 107.

February 28.—Return of correspondence *re* employment of Chinese or Japanese in metalliferous mines in the province. Page 32.

February 7, 1899.—Acts to amend the Coal Mines Regulation Act, second reading page 43. Third reading page 46.

February 2.—Resolution *re* employment of Chinese and Japanese making representations to the Dominion government, withdrawn. Page 38.

January 18.—Return of copies of all correspondence between the Dominion and Provincial governments with reference to the legislation against Japanese. Page 20.

February 24.—Return showing number of Chinese and Japanese that have become naturalized British subjects in British Columbia. Page 95.

Jan. 11.—Question as to communications received by the Provincial government from the Dominion government relative to a protest by the Emperor of Japan against the Labour Regulations Act, 1898. Page 11.

Jan. 11.—Resolution adopted to memorialize the Dominion government to increase the *per capita* tax on Chinese and to urge the claims of the province to three-fourths of the revenue. Page 10.

Jan. 16.—Resolution requesting the Dominion government to furnish information regarding the number of Chinese and Japanese landed during 1897-1898. Page 16.

Feb. 25.—Long resolution adopted requesting the Dominion government to increase the *per capita* tax on Chinese to $500. Page 99.

January 25. Order of the House for return showing number of Chinese and Japanese naturalized since 1890. Page 27.

February 20. Return ordered showing number of Chinese and Japanese naturalized in British Columbia to the present time. Page 65.

February 14.—Debate on resolution asking for copies of reply sent by the province to the Dominion government relative to the suggestion that the Labour Regulation Act, 1898, be repealed, adjourned. Page 53.

February 16.—Resolution carried. Page 58.

February 16. Resolution *re* enforcing the sanitary regulations *re* Chinese. Page 57.

SESSIONAL PAPER No. 74b

January 8, 1900.—Return ordered of all correspondence, &c., between the Dominion and Provincial governments relative to the disallowance of the Labour Regulation Act, 1898.

January 18.—Return of correspondence between Dominion and Provincial Governments relative to the disallowance of the Labour Regulation Act, 1898.

February 1.—Amendment to an Act to Amend the Coal Mines Regulation Act. Debate on same defeated by 18 to 17.

February 2.—Bill introduced to regulate the length of hair that may be worn by employees in metalliferous and other mines.

February 9.—Resolution against admission of Mongolians to the rights of citizenship, and memorlizing the Dominion government to change the naturalization laws to that effect. After several amendments motion carried 28 to 2.

February 12.—Adjourned debate on the Coal Mines Regulation Act.

The Hon. J. DUNSMUIR,
Premier, British Columbia,
Victoria, B.C.

My dear Mr. DUNSMUIR,—I beg to acknowledge the receipt of your very important letter. The character of the questions submitted for the consideration of the Dominion Government is such, that it would be far preferable to have them discussed verbally, rather than in writing.

I am most happy indeed to have the expression of your intention to visit Ottawa at an early day. I would especially ask you to come as soon as possible after the elections are over. It would take fully a week, if not more, to go over the ground covered by your letter. In order to have some satisfactory results, if you would kindly let me know the date that I should expect you, I would make my arrangements accordingly, as I propose to take a short trip either in November or December.

Until I have had the pleasure of a personal interview with you, I will refrain from any observation with reference to the subjects mentioned in your letter. In the meantime, let me assure you that I will endeavour to meet your wishes in the most friendly spirit, though I can see some very serious difficulty in successfully handling some of the subjects to which you refer.

WILFRID LAURIER.

536 L.

From the Japanese Consulate for Canada at British Columbia, to Lord Minto.

VANCOUVER, B.C., 3rd January, 1901.

YOUR EXCELLENCY,—With reference to my representations dated the 1st September last, in regard to certain legislation of British Columbia, I have the honour to inform Your Excellency that by the government of British Columbia regulations to carry out the provisions of the Immigration Act, 1900, referred to in my previous representation, have been promulgated and immigration officers appointed. I beg to inclose herewith some clippings from a local newspaper containing copy of the regulations referred to, and would respectfully suggest that the sooner proper steps be taken by your government on this matter, the better it would be for all concerned.

I avail myself of this opportunity to renew to Your Excellency the assurance of my highest considerations.

S. SHIMIZU.
His Imperial Japanese Majesty's Consul.

IT AIMS AT ASIATICS.

Persons who cannot write in European characters must not come to British Columbia.—Transportation companies may fight.

Angus McAllister, of Vancouver, and W. H. Ellis, of Victoria, are immigration officers, appointed to see to the carrying out of the provision's of Mr. Tatlow's British Columbia Immigration Act, 1900. The province is divided into two districts, Island and Mainland. The pivotal section of this Act is as follows:—

'The immigration into British Columbia of any person who, when asked to do so by the officers appointed under this Act, shall fail himself to write out and sign in the characters of some language of Europe, an application to the Provincial Secretary of the province of British Columbia, to the effect and form set out in section B of this Act annexed, shall be unlawful.

Section B is as follows:—

PROVINCE OF BRITISH COLUMBIA.

SIR,—

I claim to be exempt from the operation of the British Columbia Immigration Act, 1900. My name is . My place of abode for the past twelve months has been . My business calling is . I was born at in the year .

Yours, &c.,

There are certain exceptions to the rule, such as persons having certificates from the Provincial Secretary, Agent General or officer appointed for the purpose of the Act: any person specially exempted by the Provinical Secretary: Her Majesty's land and sea forces; officers and crew of any ship of war of any government; any person duly accredited to British Columbia under the authority of the Imperial, Dominion or any other government; any person the terms of whose entry into Canada have been fixed, or whose exclusion from Canada has been ordered by any Act of the parliament of Canada.

The Act, of course, is aimed at Chinese and Japanese. It may be contested by the transportation companies. If so, the preliminary bout will come soon, as two Northern pacific liners are due this week and an *Empress* next week.

The regulations promulgated by the government follow:

REGULATIONS.

For the better carrying out of the provisions of the British Columbia Immigration Act, 1900.

For the purposes of the British Columbia Immigration Act, 1900, His Honour the Lieutenant Governor in Council has been pleased to approve the division of the province into two immigration districts, as follows:—

(*a*) Island District.—To comprise Victoria City, South Victoria, North Victoria, Esquimalt, Nanaimo City, North Nanaimo, South Nanaimo, Cowichan and Alberni electoral districts situate on Vancouver island.

(*b*) Mainland District.—To comprise all other territory of the said province.

Under the provisions of the said Act the following are appointed immigration officers for the district set opposite their respective names:—

William H. Ellis, of the city of Victoria, Island District.

Angus McAllister, of the city of Vancouver, Mainland District.

And for the better carrying out of the provisions of the said Act, His Honour the Lieutenant Governor in Council has been pleased to approve of the following regulations for the guidance of the said immigration officers:—

1. The immigration officers appointed for the said immigration districts under the provisions of the said Act shall, as soon as possible after the publication of these regulations, recommend for the approval of the Lieutenant Governor in Council such persons as they may deem fit to act as deputy immigration officers for such portions of the said immigration districts as may be designed in such recommendations. Upon such recommendation being approved by the Lieutenant Governor in Council, the persons so approved shall at once proceed to exercise the functions of immigration officers for the districts for which such appointments may be approved.

2. The immigration officers for the said island and mainland districts shall forthwith forward all transportation companies that are known to engage in the business of bringing or transporting immigrants into the province of British Columbia, either by land or water, a copy of these regulations, and request such transportation companies to designate a person or persons from whom the said immigration officers may obtain notice of the arrival of immigrants into the province of British Columbia. All such transportation companies are hereby notified that the provisions of section 6 of the said Act will, from the 1st day of January, 1901, be strictly enforced.

3. The said immigration officers shall, at all or any time they may consider advisable, meet any boat, train or other vehicle purporting to carry immigrants into the said province, and present to each and every such immigrant a copy of the form 'B' set out in the schedule to the said Act, and upon the person refusing to comply with the provisions of section 4 of the said Act, the said immigration officers shall proceed according to the provisions of the said section.

4. The said immigration officers shall forthwith report to the provincial secretary the names of all transportation companies who may assist in the immigration of persons unable to comply with the provisions of the said Act.

572 L.

From Mr. Chamberlain to Lord Minto.

DOWNING STREET, 22nd January, 1901.

MY LORD,—With reference to my despatch, No. 272, of 5th October last, I have the honour to transmit to you, for the consideration of your ministers, a copy of a further note from the Japanese Minister at this court protesting against the enforcement of the British Columbia Immigration Act, 1900.

2. I shall be obliged if you will furnish me at the earliest possible opportunity with the report requested in my despatch under reference on this measure and the other mentioned in Baron Hayashi's note of 18th September last.

J. CHAMBERLAIN.

The Japanese Ambassador to the Most Hon. the Marquess of Lansdowne.

JAPANESE LEGATION, 7th January, 1901.

MY LORD MARQUESS.—I have the honour to inform you that I am inreceipt of a telegram from the Japanese Consul at Vancouver, informing me that regulations have been promulgated in British Columbia to carry out the Immigration Act which has passed the legislative assembly of that province on 31st August last, and that necessary officers have been appointed by the provincial government for that purpose. To that legislation as well as other similar measures adopted by that province my government has taken exception, and I had the honour under its instructions to write on 18th September last, to Your Lordship's predecessor that Her Majesty's government may see its way to exercise its influence to annul those enactments. Her Majesty's government has given prompt attention to my request and the matter has since been referred to

the Dominion government. In view, however, of the steps now being taken by the authorities of that province to enforce those Acts, I have the honer to request Your Lordship that the attention of the Governor General of Canada may be called again, and that his sanction may without further delay be withheld from those Acts.

HAYASHI.

573 L.

From Mr. Chamberlain to Lord Minto.

DOWNING STREET, 22nd January, 1901.

MY LORD,—With reference to my despatch, No. 25, of even date respecting the British Columbia Immigration Act, 1900, I have the honour to request that you will invite the serious attention of your ministers to the question of the competence of a provincial legislature to pass such legislation.

2. It is understood from press reports that the Act is of a restrictive nature, based on the Natal Act, and having regard to the general principals on which the British North America Act is based, it would appear that such a measure is *ultra vires* for any legislative body in Canada, other than the Dominion parliament.

3. The whole scheme of the British North America Act implies the exclusive exercise by the Dominion of all 'national' powers, and though the power to legislate for the promotion and encouragement of immigration into the provinces may have been properly given to the provincial legislatures, the right entry into Canada of persons voluntarily seeking such entry is obviously a purely national matter, affecting as it does directly the relations of the Empire with foreign states.

J. CHAMBERLAIN.

644 L.

His Honour the Lieutenant Governor of British Columbia to the Hon. the Secretary of State.

GOVERNMENT HOUSE, VICTORIA, B.C., March 20, 1901.

SIR,—I have the honour to transmit to you herewith, a copy of an approved minute, dated the 18th instant, which embodies a resolution expressive of the opinion of the legislative assembly of this province that the 'Chinese Immigration Act, 1900,' should be amended so as to require all immigrants to pass an educational test similar to that imposed by the government of the colony of Natal.

H. G. JOLY DE LOTBINIERE,
Lieutenant Governor.

Copy of a Report of a Committee of the Executive Council, approved by His Honour the Lieutenant Governor in Council on the 18th day of March, 1901.

The Committee of Council submits for the approval of His Honour the Lieutenant Governor the undermentioned resolution of the legislative assembly of British Columbia, namely:—

'Whereas the Dominion "Chinese Immigration Act, 1900" has proven inadequate to check the immigration of Chinese;

And, Whereas, the said Act leaves the threatening influx of other Asiatics wholly unrestrained;

Be it Resolved, That an humble Address be presented to His Honour the Lieutenant Governor, praying him to advise His Excellency the Governor General of Canada that, in the opinion of this House, the said Act should be amended so as to

make all immigrants comply with an educational test, similar to that imposed in the colony of Natal.'

The committee advise that a copy of this minute, if approved, be forwarded to the Honourable the Secretary of State of Canada.

Dated this 16th day of March, 1901.

J. D. PRENTICE,
Clerk, Executive Council.

P. C. 663 L.

AT GOVERNMENT HOUSE, VICTORIA, B.C., March 26, 1901.

The Honourable
The Secretary of State,
Ottawa, Canada.

SIR,—I have the honour to transmit to you herewith a copy of an approved Report of my Executive Council, which embodies a resolution of the Legislative Assembly requesting me to urge upon the Dominion Government the desirability of amending the 'Elections Act' so as to prevent the franchise being exercised by naturalized subjects of Japan and China.

H. G. JOLY DE LOTBINIERE,
Lieutenant Governor.

THE GOVERNMENT OF THE PROVINCE OF BRITISH COLUMBIA.

COPY of a Report of a Committee of the Honourable the Executive Council, approved by His Honour the Lieutenant Governor on the 26th day of March, 1901.

The Committee of Council submit for approval of His Honour the Lieutenant Governor the undermentioned resolution of the Legislative Assembly of British Columbia, namely:—

'Whereas a Bill is now pending before the House of Commons of Canada to amend the "Elections Act," and it is desirable that the said Act should be so amended as to prevent the franchise being exercised by naturalized subjects of Japan and China:

'Be it therefore resolved, that, in the opinion of this House, an humble address be presented to His Honour the Lieutenant Governor, requesting him to communicate with the Dominion government, pressing upon that government the necessity which exists for amending the said Act as to accomplish the above object.'

The Committee advise that a copy of this minute, if approved, be forwarded to the Honourable the Secretary of State of Canada.

Dated this 22nd day of March, 1901.

J. D. PRENTICE,
Clerk Executive Council.

P. C. 694 L.

(Cable.)

From Mr. Chamberlain to Lord Minto.

LONDON, 27th April, 1901.

Referring to my Despatch No. 25 of 22nd January, when may report be expected Japanese Minister pressing for answer.

CHAMBERLAIN.

573 L.

REPORT of the Hon. the Minister of Justice, approved by His Excellency the Governor General in Council on the 27th June, 1901.

DEPARTMENT OF JUSTICE, OTTAWA, 5th March, 1901.

To His Excellency the Governor General in Council:

There have recently been referred to the undersigned copies of the following despatches from the Right Honourable the Secretary of State for the Colonies addressed to Your Excellency, viz.: Despatch, dated 5th October, 1900, and two despatches dated 22nd January, 1901. These refer to legislation of the province of British Columbia passed during the year 1900, which has been objected to by the Japanese minister at the Court of St. James on behalf of his government.

In the despatch of 5th October, 1900, Mr. Chamberlain asks to be furnished with copies of the Acts referred to in the Japanese minister's note and of any similar legislation passed since 1898, with any observations which Your Excellency's ministers may wish to offer upon them.

The undersigned submits herewith copies of the volumes of the British Columbia legislation for 1898, 1899 and 1900, which contain the statutes to which Mr. Chamberlain wishes to refer.

Previous to the receipt of the despatches above mentioned the undersigned had considered the legislation in question and had prepared a report to Your Excellency, copy of which is appended hereto. (*See* Report of 5th January, 1901, on pp. 134-138.)

The undersigned also submits with his report copy of the correspondence and Orders in Council with respect to the legislation of 1898. These, in the opinion of the undersigned, together with the Orders in Council passed respecting the British Columbia legislation of 1899, which are of record in the Privy Council office, furnished the information which is called for by the despatches from the Colonial Office above mentioned.

The undersigned desires to direct Mr. Chamberlain's attention to the fact that the statutes of British Columbia for the year 1900 were received by the Secretary of State for Canada on 17th September last; that the time for disallowance will expire within one year from that date, and that in the view of the undersigned, as set forth in his report of 5th January last (*see* page 134), submitted herewith, the objections raised on behalf of the Japanese government to chapter 18, 'An Act respecting Liquor Licenses,' and chapter 54, 'An Act to revise and consolidate the Vancouver Incorporation Act,' were not of such a serious character as to call for the disallowance of these Acts which contain many other useful provisions.

The undersigned has had some correspondence with the government of British Columbia with regard to these statutes, and that government is now considering, as the undersigned is informed, the propriety of amending chapter 11, 'An Act to regulate immigration into British Columbia, and chapter 14, 'An Act relating to the employment on works carried on under franchises granted by private Acts,' so as to remove the grounds of objection taken on behalf of the government of Japan.

The undersigned recommends that a copy of this report, if approved, with the statutes and exhibits herein referred to, together with the said Orders in Council of 1899, be transmitted immediately to the Right Honourable the Principal Secretary of State for the Colonies with the request that he inform Your Excellency's government as early as possible whether His Majesty's government will be content with the disposition which was recommended to be made by the report of the undersigned of

5th January last, or whether any, and what further action ought to, in the opinion of His Majesty's government, be had in the matter.

Humbly submitted,

DAVID MILLS,
Minister of Justice.

Mr. E. P. Davis, K.C., to the Japanese Consul.

VANCOUVER, 9th March, 1901.

DEAR SIR,—Section 5 of the Vancouver Incorporation Act broadly provides that every male and female soul of the full age of twenty-one years who is the owner or tenant of real property of a certain value shall be entitled to the municipal franchise in the city of Vancouver without any regard whatever to the question of nationality or naturalization. The question that arises then is whether the provincial legislature has the power to prohibit certain people from exercising this right so given, merely and solely because such person is a Japanese or a Frenchman or belongs to some other foreign nationality; in other words, whether the provincial legislature has power to attach certain restrictions upon particular individuals, solely on account of their nationality.

Section 91 of the British North America Act, subsection 25, gives to the Dominion parliament exclusive jurisdiction with reference to naturalization and aliens. Section 92 of the same Act, subsection 8, gives to the provincial legislature exclusive jurisdiction with reference to municipal institutions in the province. But it is further provided at the end of section 91, that any matter coming within any of the classes of subjects enumerated in that section, shall not be deemed to come within the class of matters of a local or private nature comprised in the enumeration of the classes of subjects in section 92.

Section 7 of the Vancouver Incorporation Act (speaking always with reference to Japanese) is capable of being viewed in two different aspects, according to one of which it appears to fall within the subjects assigned to the provincial parliament by section 92 of the British North America Act, subsection 8, whilst according to the other it clearly belongs to the class of subjects exclusively assigned to the legislature of the Dominion by section 91, subsection 25.

The leading feature, however, of the section consists in this, that it has and can have no application except to Japanese (whether aliens or naturalized), and that it establishes no rule or regulation respecting municipal institutions, except that Japanese, as Japanese, shall not under any circumstances be allowed the right of voting in the city of Vancouver. This, it seems to me, is unquestionably dealing, and dealing only, with the subjects of aliens, which is covered by subsection 25, section 91, of the British North America Act. That section, in other words, establishes a statutory prohibition affecting Japanese who are aliens, and therefore necessarily trenches upon the exclusive authority of the parliament of Canada, the necessary result of which is, in my opinion, that section 7, so far as it relates to Japanese, is *ultra vires* of the provincial legislature and illegal.

I do not see how the Union Colliery case (Privy Council case, 1899), can be distinguished from the present.

E. P. DAVIS.

P. C. 799 L.

Telegram.

Mr. Chamberlain to Lord Minto.

LONDON, July 17, 1901.

Referring to my telegram of the 27th April, and to previous correspondence respecting legislation affecting rights of Japanese in British Columbia, what action have

you taken or what is proposed by your ministers? It is the particular desire of His Majesty's government to do nothing especially at the present time to impair existing friendly relations with Japan.

CHAMBERLAIN.

P. C. 851 L.

Telegram.

Mr. Chamberlain to Lord Minto.

LONDON, 22nd August, 1901.

Referring to your despatch No. 199 of 11th July His Majesty's government concurs in decision of your government as to anti-Japanese legislation in British Columbia.

CHAMBERLAIN.

870 L.

Mr. Chamberlain to Lord Minto.

DOWNING STREET, 23rd August, 1901.

MY LORD,—With reference to your despatch, No. 199, of the 11th ultimo, in confirmation of my telegram of the 22nd instant, I have the honour to transmit to you for the information of your ministers, a copy of correspondence with the Foreign Office relating to certain measures, prejudicially affecting Japanese subjects, enacted by the legislature of British Columbia, and objected to by the Japanese government.

J. CHAMBERLAIN.

The Colonial Office to the Foreign Office.

DOWNING STREET, 8th August, 1901.

SIR,—With reference to the letter from this department of the 25th ultimo, I am directed by Mr. Secretary Chamberlain to transmit to you, to be laid before the Marquess of Lansdowne, the accompanying despatch from the Governor General of Canada respecting the British Columbia legislation to which the Japanese government has objected.

2. From the printed inclosure, a copy of which was previously sent to your department, of 12th July, 1899, Lord Lansdowne will observe that of the legislation passed in 1898 affecting Japanese, two Acts of a general character (chapters 28 and 44) were disallowed, but other Acts containing similar clauses were allowed to remain in operation for the reason stated in the marked passage on page 31 of the print, viz.: That these Acts being mainly concerned with the incorporation of companies, and having already come into operation, great inconvenience and hardship would have been caused to the companies if they had been disallowed.

3. With regard to 1899 legislation, which is referred to in the Foreign Office letter of 24th April, 1899, and connected correspondence, Lord Lansdowne will see that the Dominion government disallowed chapter 39 (relating to liquor licenses), section 36, of which prohibited the grant of a license to any Indian, Chinese or Japanese; chapter 44 (the Midway Penticton Railway Subsidy Act), which was objected to, not by the employment of Chinese or Japanese labourers on the railways in question; and chapter 50 (the Placer Mining Act Amendment Act), which was objected to, not by the Japanese government, but by the United States government; but certain Acts of a limited character, similar to the 1898 Acts referred to above, were left in operation for the same reason as was given in those cases, and for the further reason that the

clauses in question were *ultra vires* under section 91 (25) of 30 Victoria, chapter 3, an opinion which seems to be borne out by the judgment of the Privy Council on the appeal of the Union Colliery Company of British Columbia, Limited, vs. Bryden and the Attorney General for British Columbia, a copy of which was sent to your department on 18th September, 1899. The British Columbia government was warned that any Act which might hereafter be passed similar to those passed in 1898 and 1899 affecting the employment of Japanese, would probably be disallowed.

4. With regard to the 1900 legislation, it will be seen that the Canadian government intend to disallow chapter 11, regulating immigration, and chapter 14, relative to employment on works carried out under legislative franchises, but to leave in operation chapters 18 and 54; and Mr. Chamberlain proposes, with Lord Lansdowne's concurrence, to acquiesce in the decision of the Dominion government, chapter 18, the Liquor License Act, does not contain the provision prohibiting the grant of a license to any Japanese, which appeared in the Act disallowed in 1899, but only disentitles Mongolians (with Indians) from recommending as 'householders' applications for the issue of licenses, and excludes them from the number of inhabitants in the vicinity of the proposed 'hotel,' which is one of the data on which an application for a license is decided—which provisions do not appear to constitute a disability to which the Japanese government can seriously object. Chapter 54 only disentitles Japanese from voting at Vancouver municipal elections (section 7), and the Dominion government could hardly disallow this long and important Act on the ground of this one objectionable provision; and further as the clause is *ultra vires* (section 91, 24 and 25, of 30 Vic., chap. 3), a Japanese resident in Vancouver, if not otherwise disqualified, can legally enforce his claim to be put in the list of voters.

5. I am to request the favour of an early reply, as it will be necessary to inform the Dominion government of the decision of His Majesty's government before the 17th September next, when the period during which the power of disallowance may be exercised will expire

H. BERTRAM COX.

The Foreign Office to the Colonial Office.

FOREIGN OFFICE, 19th August, 1901.

SIR,—I am directed by the Marquess of Lansdowne to acknowledge the receipt of your letter of the 8th instant, forwarding a despatch from the Governor General of Canada respecting the British Columbia legislation to which the Japanese government have objected.

With regard to the 1900 legislation, Lord Lansdowne noted that the Canadian government intended to disallow chapter 11 regulating immigration, and chapter 14, relative to employment on works caried out under legislative franchises, but to leave in operation chapter 18, 'An Act respecting Liquor Licenses, and chapter 54, 'An Act to revise and consolidate the Vancouver Corporation Act.'

Lord Lansdowne concurs in Mr. Secretary Chamberlain's proposal to acquiesce in the decision of the Dominion government.

T. H. SANDERSON.

1740.

Report of the Hon. the Minister of Justice, approved by His Excellency the Governor General in Council on the 11th September, 1908

DEPARTMENT OF JUSTICE, OTTAWA, 4th September, 1901.

To His Excellency the Governor General in Council:

The undersigned referring to the order of Your Excellency in Council of 27th June last, respecting certain statutes of the legislative assembly of British Columbia,

passed in the 64th year of Her late Majesty's reign (1900), has the honour to state that in reply to a communication which was sent to the Right Honourable the Principal Secretary of State for the Colonies in accordance with the recommendation of the said Order in Council, a cable reply has been received by Your Excellency from Mr. Chamberlain, dated 22nd August last, stating that His Majesty's government concurs in the decision of Your Excellency's government with regard to these statutes. This decision is stated in the report to Your Excellency of the undersigned, dated 5th January last, in which it is recommended, for the reasons therein stated, that chapter 11 of the said statutes, intituled 'An Act to regulate immigration into British Columbia,' and chapter 14, intituled 'An Act relating to the employment on works carried on under franchises granted by private Acts,' be disallowed, and that the other Acts referred to, or specially mentioned in the said report, be left to their operation.

The undersigned recommends, therefore, that the two statutes above mentioned, viz.: chapters 11 and 14 be disallowed.

Respectfully submitted,

DAVID MILLS,
Minister of Justice.

1941.

AT THE GOVERNMENT HOUSE AT OTTAWA.

THE 11TH DAY OF SEPTEMBER, 1901.

PRESENT:

His Excellency the Governor General in Council.

Whereas the Lieutenant Governor of the province of British Columbia with the legislative assembly of that province, did, on the 31st day of August, 1900, pass a statute which has been transmitted, chaptered 11, and intituled 'An Act to regulate Immigration into British Columbia.'

And whereas the said statute has been laid before His Excellency the Governor General in Council, together with a report from the Minister of Justice, recommending that the same be disallowed.

Therefore His Excellency the Governor General in Council is pleased to declare his disallowance of the said statute and the same is hereby disallowed accordingly

Whereof the Lieutenant Governor of the province of British Columbia, and all other persons whom it may concern, are to take notice and govern themselves accordingly.

JOHN J. McGEE,
Clerk of the Privy Council.

I, Sir Gilbert John Elliott, Earl of Minto, Governor General of Canada, do hereby certify that the statute passed by the legislature of the province of British Columbia, on the 31st day of August, 1900, chaptered 11, and intituled 'An Act to regulate Immigration into British Columbia,' was received by me on the 17th day of September, 1900.

Given under my hand and seal this 11th day of September, 1901.

MINTO.

1760.

AT THE GOVERNMENT HOUSE AT OTTAWA,

THE 11TH DAY OF SEPTEMBER, 1901.

PRESENT:

His Excellency the Governor General in Council.

Whereas the Lieutenant Governor of the province of British Columbia, with the legislative assembly of that province did on the 31st day of August last, 1900, pass a statute which has been transmitted, chaptered 14 and intituled 'An Act relating to the employment on works carried on under franchises granted by private Acts.'

And whereas the said statute has been laid before His Excellency the Governor General in Council, together with a report from the Minister of Justice, recommending that the same be disallowed;

Therefore His Excellency the Governor General in Council is pleased to declare his disallowance of the said statute and the same is hereby disallowed accordingly.

Whereof the Lieutenant Governor of the province of British Columbia, and all other persons whom it may concern, are to take notice and govern themselves accordingly.

JOHN J. McGEE,
Clerk of the Privy Council.

I, Sir Gilbert John Elliott, Earl of Minto, Governor General of Canada, do hereby certify that the statute passed by the legislature of the province of British Columbia on the 31st day of August, 1900, chaptered 14, and intituled 'An Act relating to the employment on works carried on under franchises granted by private Acts,' was received by me on the 17th day of September, 1900.

Given under my hand and seal this 11th day of September, 1901.

MINTO.

897 L.

The Japanese Consul to His Excellency the Governor General.

HIS IMPERIAL JAPANESE MAJESTY'S CONSULATE FOR CANADA,

VANCOUVER, B.C., 22nd September, 1901.

YOUR EXCELLENCY,—With reference to my representation of 1st September, 1901, I have the honour to respectfully express to Your Excellency my sincere gratitude that is no doubt shared by our nation felt at the final action recently taken by Your Excellency's government through which the Immigration Act and the Labour Regulation Act of British Columbia, 1900, have been disallowed. This action cannot but tend, I believe, to strengthen the friendly feeling happily existing, not only between Japan and China, but also between Japan and the British Empire at large.

I avail myself of this opportunity to renew to Your Excellency the assurance of my highest considerations.

S. SHIMIZU,
His Imperial Japanese Majesty's Consul.

40.

REPORT of the Honourable the Minister of Justice, approved by His Excellency the Governor General in Council on the 17th January, 1902.

DEPARTMENT OF JUSTICE, OTTAWA, 27th December, 1901.

To His Excellency the Governor General in Council:

The undersigned has had under consideration the following statutes of British Columbia, passed in the 1st year of His Majesty's reign (1901), viz.:—

Chapter 32, 'An Act to authorize the loan of five million dollars for the purpose of aiding the construction of railways and other public works.'

Section 10 of this Act authorizes the Lieutenant Governor in Council to enter into agreements with any person or company undertaking the construction of any railway to which a subsidy is hereby attached, which may be necessary or convenient for the due construction and operation of such railway, which agreements shall, in every instance, in addition to other matters therein provided for, contain the provisions set forth in the said section. These include among others the following:—

'(*c.*) That the Lieutenant Governor in Council shall have absolute control of the freight and passenger rates to be charged by the railway, and that, notwithstanding, and in the event of the railway being or becoming subject to the jurisdiction of the Dominion government, the same shall be assumed by the company, and shall be deemed a contract between the province and the company.'

'(*i.*) That no aliens shall be employed on the railway during construction, unless it is demonstrated to the satisfaction of the Lieutenant Governor in Council that the work cannot be proceeded with without the employment of such aliens.'

Chapter 65, 'An Act to amend the "Arrowhead and Kootenay Railway Company Act, 1898."'

Chapter 69, An Act to incorporate the Coast-Kootenay Railway Company, Limited.'

Chapter 70, 'An Act to amend "Columbia and Western Railway Company's Act, 1898."'

Chapter 71, 'An Act to incorporate the Comox and Cape Scott Railway Company.'

Chapter 72, 'An Act to incorporate the Crawford Bay Railway Company.'

Chapter 77, 'An Act to incorporate the Imperial Pacific Railway Company.'

Chapter 78, 'An Act to incorporate the Kamloops and Atlin Railway Company.'

Chapter 79, 'An Act to incorporate the Kootenay Central Railway Company.'

Chapter 81, 'An Act to incorporate the Midway and Vernon Railway Company.'

Chapter 83, 'An Act to incorporate the Queen Charlotte Islands Railway Company.'

Chapter 84, 'An Act to incorporate the Vancouver and Grand Forks Railway Company.'

Chapter 85, 'An Act to incorporate the Victoria Terminal Railway and Ferry Company;' and

Chapter 87, 'An Act to incorporate the Yale-Northern Railway Company.'

Each of these statutes contains a provision in effect that no aliens shall be employed on the railway during construction unless it is demonstrated to the satisfaction of the Lieutenant Governor in Council that the work cannot be proceeded with without the employment of such aliens. Each of these statutes contains the further provision that the Act shall not come into force and effect until such time as the company shall give security to the satisfaction of the Governor in Council.

'(1.) That the Lieutenant Governor in Council shall have the right from time to time to fix maximum rates for freight and passenger traffic, and the company shall not charge rates higher than those fixed.

'(2.) That in the event of Dominion legislation bringing this railway company under the exclusive jurisdiction of the parliament of Canada, the foregoing conditions shall be carried out by the company so incorporated, as a contract and obligation of said company, prior to any other charge thereon.'

Chapter 68, intituled 'An Act to incorporate the Chikat and Klehini Railway and Navigation Company,' and

Chapter 80, intituled 'An Act to incorporate the Lake Bennett Railway.'

Each of these chapters contains the provision above quoted with regard to the security to be given to the satisfaction of the Lieutenant Governor in Council regarding the fixing of maximum rates, but they do not contain the clause with respect to aliens.

Chapter 85. In addition to the objectionable clauses which have been stated, this Act contains a provision empowering the company to adopt and carry into effect the draft agreement recited in and incorporated with a Bill passed by the municipal council of the City of Victoria, copy of which is set forth in the schedule to the Act. This agreement provides among other things that no Chinese or Japanese person shall be employed on any of the works or undertakings agreed to be carried out by the company, or in the operation of such undertakings after construction, and in the event of any Chinese or Japanese person being so employed, the company shall forfeit and pay to the corporation the sum of $50 per day for every person so employed.

Chapter 86. 'An Act empowering the corporation of the city of Victoria to lease the market building premises and otherwise carry into effect the 'Victoria Terminal Railway By-law, 1900.'

This statute declares that the Victoria Terminal Railway By-law, 1900, which is the by-law already referred to, was duly passed, and shall be absolutely valid and binding upon the corporation according to the terms thereof, and the council is empowered to carry out and give force and effect to all the provisions, agreements, stipulations and conditions in the said by-law set forth. The by-law recites the agreement containing the clause with respect to Chinese or Japanese already mentioned.

Dealing first with the provisions above quoted with regard to the Lieutenant Governor in Council fixing maximum rates for freight and passenger traffic, and what shall happen in the event of Dominion legislation bringing these railway companies under the exclusive jurisdiction of parliament, the undersigned has difficulty in understanding what is intended by the legislature. The words have already been quoted. They would have to be construed having regard to the Dominion legislation whatever it might be, affecting the company, if its railway were brought under the exclusive jurisdiction of parliament. In so far as, consistently with such legislation, the provincial statute incorporating the company might operate, the original chapter would probably remain in operation, and the provision in question would give it no additional effect. In so far, however, as it is attempted to follow these companies into Dominion jurisdiction, and govern them by provincial enactment intended to come into effect after they have passed beyond the authority of the province, the legislation can, in the opinion of the undersigned, have no effect.

The undersigned has already stated his view upon such legislation with regard to a similar clause in the British Columbia Acts of 1889, vide report of undersigned approved by Your Excellency on 14th December, 1899. So long as these railways are subject to local jurisdiction there can be no objection to the clause now in question. It is not necessary to consider whether or not parliament is likely to take any action in the matter. It is certain that if at any time these railways should fall within the exclusive jurisdiction of parliament, previously existing enactments with regard to them can have effect only in so far as parliament intends, and, therefore, what-

ever the construction of these clauses or the intention of the legislature with regard to them may be, it seems to the undersigned harmless so far as Dominion interests are concerned. The undersigned would not, therefore, recommend disallowance of any of these Acts upon the ground solely that they contain clauses upon which he has already commented.

The undersigned has received a communication from the Japanese Consul at Vancouver objecting to the clause above quoted with respect to aliens, particularly with regard to the legislation respecting the Victoria Terminal Railway and Ferry Company, and he points to the clause respecting the Japanese contained in the agreement set forth in the above-mntioned by-law. It is unnecessary for the undersigned to review here the correspondence which has taken place during the last three years between the Imperial government, Your Excellency's government and the government of British Columbia with regard to legislation respecting the Japanese. A number of statutes have been disallowed, and the government and legislature of the province are well aware of the policy of Your Excellency's government with regard to such legislation and the reasons for it. Heretofore exception has been made with respect to Acts incorporating private companies because of the inconvenience which might arise if these statutes were disallowed after the companies had been organized and commenced operations, but in the report of the undersigned referring to the disallowance of previous Acts of British Columbia for the same reason, and to the Acts then under review, stated: 'Inasmuch, however, as certain statutes of British Columbia were disallowed in 1899 on account of provisions attempting to render illegal the employment of Japanese, and as certain other statutes will, if this report be approved, soon be disallowed for the same reason, the undersigned considers that by the time of another session of the legislature it will be safe to hold that the views of Her Majesty's government and of this government with regard to anti-Japanese legislation, are generally and sufficiently understood in British Columbia, and, therefore, it may well be considered, in case of this objectionable section appearing in future acts of incorporation, or acts affecting private companies, that these companies' Acts ought not to have exceptional treatment. The applicants may be held to have obtained the legislation at their own risk, and persons dealing with corporations incorporated by charters attempting to impose disabilities upon aliens may also be held to have acted with notice of the views entertained by Your Excellency's government, and of the action which would probably be taken with respect to such measures.'

A copy of this report was duly communicated to the provincial government, and in face of the warning so given, the undersigned does not consider that any further exception should be made. The statutes now in question contain all the objectionable provisions which led to the disallowance of the former Acts. The objections are in the present instance more serious, inasmuch as not only Japanese, but all aliens, are disqualified from employment to the extent mentioned in these acts. The subject of aliens is clearly within the exclusive authority of parliament.

Immigration is also within Dominion jurisdiction, and it has been, and is, the policy of Your Excellency's government to promote immigration, large sums of money being annually expended from the Dominion treasury to that end. The efforts of Your Excellency's government would, however, be certainly paralyzed if the immigrant, upon coming to Canada, is to find the way of employment closed to him by provincial legislation. The policy of these enactments is so contrary to that of Your Excellency's government, and the enactments themselves so manifestly *ultra vires*, that the undersigned considers that no course is open to Your Excellency's government, consistently with the public interest, but the exercise of the power of disallowance, unless, indeed, the provincial legislature repeal these provisions.

The undersigned, therefore, recommends that a copy of this report, if approved, be transmitted to the Lieutenant Governor of British Columbia, with a request that

he inform Your Excellency's government as soon as convenient whether these Acts will be amended within the time limited for disallowance by repealing the clause affecting aliens, and further as to the legislation respecting the Victoria Terminal Railway and Ferry Company, by reforming the by-law and agreement therein referred to, so as to do away with the provisions relating to Japanese.

Respectfully submitted,

DAVID MILLS,

Minister of Justice.

26.

Report of the Honourable the Minister of Justice upon Chapter 46, approved by His Excellency the Governor General in Council on the 10th January, 1902.

DEPARTMENT OF JUSTICE, OTTAWA, December 27th, 1901.

To His Excellency the Governor General in Council:

The undersigned has the honour to submit his report upon the Revenue Tax Act, 1901, of the statutes of British Columbia, 1 Edward VII., chaptered 46, intituled 'An Act to provide for the collection of a tax on persons.'

This Act requires every male person, as defined by the Act, in the province of British Columbia to pay an annual revenue tax of $3, subject to be increased as provided by the Act, which tax is to fall due from and after January 2nd in each year, and shall be payable in advance for the use of His Majesty in the right of the province. It is provided, however, that every merchant, farmer, trader or employer of labour shall on demand of the assessor and collector pay the annual tax for every male person in his employ, not only at the time when such demand is made, but also from time to time for every male person in his employ during the year for which the tax is payable, and may deduct the amount so paid on account of any male person from the amount of salary or wages due or to become due to any such male person upon the production or delivery of the receipt for such tax for such person. It is provided that every such merchant, farmer, trader or employer of labour shall be primarily liable for the said tax in respect of every male person in his employ, and that he shall be liable to all the provisions of the Act with regard to such persons in his employ.

It is not clear to the undersigned whether in the case of an employee the statute intends that payment should be enforced directly against him. Express provision is, however, made for enforcing payment of the tax imposed in respect of such employee against the employer.

It seems clear to the undersigned that this method of taxation, so far as the employer in respect of those in his employ is concerned, is not direct taxation. The power of a local legislature to tax arises under the 2nd and 9th enumerations of section 92 of the British North America Act, viz.: '(2) Direct taxation within the province in order to the raising of a revenue for provincial purposes;' and '(9) shop, saloon, tavern and auctioneer, and other licenses in order to the raising of a revenue for provincial, local or municipal purposes.' No question of licenses is involved in this Act, and, therefore, in so far as the Act authorizes indirect taxation, it is *ultra vires*. A definition quoted by the highest judicial authority as embodying an understanding of the most obvious indicia of direct and indirect taxation, which is a common understanding, and likely to have been present to the minds of those who passed the Act of Union, is the definition of John Stuart Mill, as follows: 'Taxes are either direct or indirect. A direct tax is one which is demanded from the very persons who it is intended or desired should pay it. Indirect taxes are those which are demanded from one person, in the expectation and intention that he shall indemnify himself at the expense of another.'

The project of taxing the employer in respect of his employees, and authorizing him to withhold the amount of the tax so paid from the wages due to the employee, is not one by which the tax is demanded from the persons who it is intended or desired should pay it, but rather by which the tax is demanded from one person in the expectation and intention that he shall indemnify himself at the expense of another. It would be perhaps hard to find a more apt illustration of a tax indirectly levied than that furnished by this legislation. The undersigned entertains no doubt that sections 5, 6 and 7, and the other provisions of the Act affecting the employer of labour as such should be repealed, and he recommends that inquiry be made of the provincial government upon communication of a copy of this report as to whether such amendments will be made within the time limited for disallowance.

Respectfully submitted,

DAVID MILLS,
Minister of Justice.

P.C. 369.

PRESBYTERIAN CHURCH IN CANADA,

Foreign Mission Committee
(Western Division)
TORONTO, March 4th, 1902.

To the Honourable
The Secretary of State, Ottawa.

At a Conference of the Foreign Mission Boards held in Toronto on the 25th and 26th February, at which Delegates from forty different boards were present, representing every section of the Protestant Christian Church in the United States and Canada, the following resolution was proposed by the Rev. R. P. Mackay, D.D., Secretary of the Foreign Mission Committee of the Presbyterian Church in Canada, supported by the Rev. S. L. Baldwin, D.D., of the Methodist Episcopal Church in the United States, and unanimously adopted.

'Resolved, that as representatives of the Foreign Mission Boards of Canada and the United States we deprecate the Anti-Chinese agitation in the two countries, looking to a re-enactment of exclusion laws and to making said laws more stringent. We regard this agitation as uncalled for, and in violation of the Golden Rule and the Spirit of Christianity.

We urge that in any new legislation enacted, an effort be made to secure just immigration laws of universal application instead of laws discriminating against a particular people.'

It was further agreed that a copy of this Resolution be sent to the proper authorities at Ottawa and Washington.

W. HENRY GRANT,
Secretary of Conference.

P. C. 1082—L.

AT THE GOVERNMENT HOUSE, VICTORIA, B.C.

The 26th of March, 1902.

The Honourable
The Secretary of State,
Ottawa, Canada.

SIR,—I have the honour to transmit to you, herewith, a certified copy of a minute of the Executive Council, approved by me on the 21st. instant, which embodies a Resolution of the Legislative Assembly of this Province requesting me to represent to

the Federal Government the necessity of enacting Legislation during the present session of Parliament to give effect to the recommendation of the Royal Commissioners appointed to enquire into the Asiatic question in British Columbia.

H. G. JOLY DE LOTBINIERE.
Lieutenant Governor.

Copy of a Report of a Committee of the Honourable the Executive Council, approved by His Honour the Lieutenant Governor on the 21st day of March, 1902.

The Committee of Council submit for the approval of His Honour the Lieutenant Governor the undermentioned Resolution of the Legislative Assembly of British Columbia, namely:—

'Whereas the Royal Commission recently appointed by the Dominion Government to enquire into the Asiatic question in this Province have reported strongly against the immigration of Chinese and Japanese into Canada:

Be it therefore Resolved, That an humble Address be presented to His Honour the Lieutenant Governor, requesting him to communicate with the Dominion Government urging upon that Government the necessity which exists for passing legislation at this Session of the Federal Parliament giving immediate and full effect to the recommendations of the majority report of the said Commissioners.'

The Comittee advise that a copy of this minute, if approved, be forwarded to the Honourable the Secretary of State of Canada.

Dated this 20th day of March, 1902.

Certified.

J. D. PRENTICE.
Clerk Executive Council.

Report of the Honourable the Minister of Justice upon Chapter 46, approved by His Excellency the Governor General in Council on the 12th June, 1902.

Department of Justice, Ottawa, June 9th, 1902.

To His Excellency the Governor General in Council:

The undersigned, referring to the despatch of the Lieutenant Governor of British Columbia of 29th ultimo, observes that with regard to chapter 46 of the British Columbia Act, 1901, intituled: 'An Act to provide for the collection of a tax on persons,' the provincial government refers to correspondence with the undersigned. The Attorney General of British Columbia wrote Mr. Mills on 31st January last, referring to Mr. Mills' report to Your Excellency upon this statute of 27th December, 1901. The Attorney General stated as follows:—

'These provisions in almost their present form were first enacted by sections 6, 7 and 8, chapter 24 of 1881, and afterwards re-enacted by sections 8 and 9 of chapter 110 of the consolidated statutes of 1888, and by sections 5, 6 and 7 of chapter 167 of the revised statutes of 1897.

'You will, therefore, see that this legislation is not new, and that on three occasions the Dominion executive have allowed it to go into effect.

'I have no doubt that these provisions were first devised to facilitate the collection of poll tax from the Chinese. As you are no doubt aware, we have in this province quite a large number of Chinese and Japanese labourers. It is almost impossible to identify these men, and so they can evade payment of this tax. Very few of them possess any property that can be reached, so the only way to compel them to contribute towards the revenue of the province is by a poll tax collectable through their employers.

'I feel confident that you are not inclined to throw any unnecessary obstacles in the way of our compelling these people to contribute a reasonable amount towards the maintenance of government in the province in which they make the money which they forthwith export to China.

'In your report I notice you make this observation: "It is not clear to the undersigned whether in the case of an employee the statute intends that payment should be enforced directly against him." I submit it is reasonably clear that a collector may proceed either against the employer or the employee for the amount of the tax. Section 3 imposes the tax upon every male person and subsection (3) of section 5, in my opinion recognizes the liability of the employee to pay the tax, and provides that in the event of his doing so, any liability of the employer shall cease. I would strongly urge upon you this view of the statute, that it imposes a direct tax upon every male above a certain age; that his liability to pay does not cease upon being employed by another, but that in that event by a statutory attachment of the "salary or wages due or to become due to such male person" (S. 5, subsection 1) the employer becomes liable, out of such salary or wages, to pay the debt due to the Crown by the employee, and that the employer's payment of the tax discharges *pro tanto* his liability to his employee.

'I consider it quite competent for a provincial legislature to enact that all moneys due or to become due from an employer shall be attached until a tax debt due from the employee to the Crown or to a municipality shall have been discharged, and that out of such moneys the employer shall pay the tax.

'It may be that all the provisions of this Act are not as well drawn as they might be, but I submit that the above is a fair interpretation to put upon the statute as a whole. You lay stress in your report upon the clause in subsection (1) of section 5, that "Every such merchant, farmer, trader or employer of labour, shall be primarily liable for the said tax in respect of every male person in his employ at any time during the year for which said tax is payable, and until the tax is paid in respect of such person." That clause it seems to me may be fairly interpreted to refer to the employers' liability as garnishee and to be a direction to the collector to have recourse in the first instance to the employer instead of wasting time and money collecting from the employees.

'If you cannot adopt this view, I am prepared to submit legislation either repealing the clause or making it clear that it has the meaning I attribute to it. As the disallowance of this Act or the striking out from it of the attachment provisions would seriously effect our already inadequate revenue, I ask that you reconsider the Act, and that you do not have it disallowed at least until I fail to remove your objections to it.'

The undersigned having considered these observations of the Attorney General thereupon, the Deputy Minister of Justice, by direction of the undersigned, wrote Mr. Eberts under the date of February 21st last as follows:—

'Referring to your letter of 31st ultimo, addressed to Mr. Mills, with regard to the Revenue Tax Act, 1901, of British Columbia, I observe that there has been similar legislation in force in British Columbia since 1881, and I am not aware that any question has come before the courts with regard to it. It would seem, therefore, that the people of the province must have largely acquiesced in the enforcement of these provisions. The Minister, however, entertains no doubt that they are *ultra vires* to the extent stated in his predecessor's report, approved on 10th ultimo. Any employer objecting to the validity of the Act may, of course, conveniently have the question determined by the courts, and in view of the fact which you state, that previous statutes were not disallowed, he is not inclined to recommend extreme measures with regard to the present Act. He thinks, however, that it would be worth while for you to consider whether a more constitutional means cannot be devised for ensuring the

collection of the tax, as it is not unlikely, particularly as attention has now been called to the invalidity of the statute, that litigation may arise which will involve the province in costs, and otherwise prove embarrassing.

'Awaiting a reply to the official despatch, the Minister does not propose at present to make any further recommendation to His Excellency.'

The undersigned, considering the communication of the Attorney General and the aforesaid reply, and for the reasons therein stated, recommends that the Act in question be left to such operation as it may have.

Humbly submitted,

C. FITZPATRICK,
Minister of Justice.

1052.

Report of the Honourable the Minister of Justice, approved by His Excellency the Governor General in Council on the 12th June, 1902.

DEPARTMENT OF JUSTICE, OTTAWA, June 9th, 1902.

To His Excellency the Governor General in Council:

There has been referred to the undersigned a despatch of the Lieutenant Governor of British Columbia, dated 29th ultimo, transmitting a copy of a minute of the Executive Council of that province, dated 28th ultimo, approving a report of the Attorney General with regard to certain statutes passed by the Provincial Legislature, 1901, to which objections have been raised by Your Excellency's Government.

The undersigned observes that as to the following statutes the provincial government recommend the amendments suggested by Your Excellency's Government as alternatives to disallowances, viz.:—

Chapter 10, 'An Act to amend the Companies Act, 1897;'

Chapter 25, 'An Act respecting the fisheries of British Columbia;'

Chapter 32, 'An Act to authorize a loan of five milion dollars for the purpose of aiding the construction of railways and other public works;'

Chapter 65, 'An Act to amend the Arrowhead and Kootenay Railway Company, Act, 1898;'

Chapter 69, 'An Act to incorporate the Coast Kootenay Railway Company, Limited;'

Chapter 70, 'An Act to amend the Columbia and Western Railway Company Act, 1895;'

Chapter 71, 'An Act to incorporate the Commox and Cape Scott Railway Company;'

Chapter 72, 'An Act to incorporate the Crawford Bay Railway Company;'

Chapter 77, 'An Act to incorporate the Imperial Pacific Railway Company;'

Chapter 78, 'An Act to incorporate the Kamloops and Atlin Railway Company;'

Chapter 79, 'An Act to incorporate the Kootenay Central Railway Company;'

Chapter 81, 'An Act to incorporate the Midway and Vernon Railway;'

Chapter 83, 'An Act to incorporate the Queen Charlotte Islands Railway Company;'

Chapter 84, 'An Act to incorporate the Vancouver and Grand Forks Railway Company;'

Chapter 87, 'An Act to incorporate the Yale Northern Railway Company.'

The time for disallowance of these statutes will expire on 23rd instant. The legislature of British Columbia has been for some time in session, yet it does not appear from the despatch that the amending Acts have been passed, although it is distinctly stated that the provincial government recommends such amendments.

The undersigned considers that Your Excellency's government should have a definite assurance previous to 23rd instant, that these recommendations have been carried into effect, and he recommends with regard to the various Acts above mentioned that a telegraph despatch be sent to the Lieutenant Governor of British Columbia, acknowledging his despatch of 29th ultimo, with the inclosures, stating that the power of disallowance will not be exercised if the amendments proposed are sanctioned within the time limited for disallowance; that the matter is, however, of so much consequence that the action of the legislature cannot be permitted to remain in doubt, and that it will be necessary for Your Excellency's government to take further action unless on or before the 23rd instant Your Excellency's government is advised that the necessary amendments have been finally passed.

Chapter 68, 'An Act to incorporate the Chilkat and Klehini Railway and Navigation Company,' and

Chapter 80: 'An Act to incorporate the Lake Bennett Railway Company.'

The latter of these Acts has recently been disallowed for the reasons stated in a previous report of the undersigned.

As to Chapter 68, the undersigned has nothing to add to the report of his predecessor of 27th December last.

Chapter 85, 'An Act to incorporate the Victoria Terminal Railway and Ferry Company, and

Chapter 86, 'An Act empowering the corporation of the city of Victoria to lease the market building premises and otherwise carry into effect the Victoria Terminal By-law, 1900.'

With regard to these two Acts, it is stated in the provincial despatch that the Attorney General has requested he council of the city of Victoria to advise him what action the city propose to take towards reforming the agreements and by-laws so as to render them unobjectionable to the undersigned, and that as this matter has not as yet been dealt with by the council of Victoria, the Attorney General is not in a position to make any recommendation respecting these Acts.

The undersigned observes that chapter 85 contains a clause respecting aliens, the same as that contained in the other Acts of incorporation hereinbefore enumerated, and the reasons which have led the provincial government to recommend the repeal of that clause in other Acts of incorporation, apply equally in the present case. There is the further objection, both to this chapter and chapter 86, that the agreement and by-law ratifying the same which are referred to in both statutes, provide that no Chinese or Japanese person shall be employed upon the works of the company.

The undersigned would be satisfied to leave these Acts to their operation if section 25 of chapter 85 were repealed, and if an amendment were made affecting both these statutes, declaring that nothing in either Act contained should impose any statutory disability upon the company to employ Japanese. The action to be taken by the legislature does not, therefore, in the opinion of the undersigned depend upon the council of the city of Victoria, and he considers that this view should be communicated by telegraph to the Lieutenant Governor, with the request to inform Your Excellency's government within the time limited for disallowance, whether such amendments have been made.

Chapter 37: 'An Act to amend the Inspection of Metalliferous Mines Act and amending Act.'

The British Columbia Mining Association petitioned against this Act upon the grounds stated in their petition, a copy of which was submitted to Your Excellency, with the report of the predecessor of the undersigned of 28th December last. The statute provides for the appointment of inspectors of mines, requires reports and returns to be made to the provincial government respecting accidents and the working of the mines, &c., and establishes a code of signals for use in the working of the

mines. It also limits the employment of engineers to eight hours per day. The objections of the British Columbia Mining Association relate to the code of signals, which is said not to be reasonably practicable. This legislation is so clearly competent to the province that the undersigned feels that Your Excellency cannot do more than represent the views of the association to the provincial government. That has been already done, and it is stated by the provincial despatch that it is so clear that this legislation should not be interfered with, that the provincial government does not recommend its amendment or repeal.

The undersigned considers, therefore, that this matter must be left in the hands of the local authorities, and he recommends that the petitioners be so informed.

The undersigned further recommends that a copy of this report, if approved, be transmitted to the Lieutenant Governor of British Columbia, for the information of his government.

Respectfully submitted,

C. FITZPATRICK,

Minister of Justice.

1070.

Report of the Honourable the Minister of Justice, approved by His Excellency the Governor General in Council on the 20th June, 1902

DEPARTMENT OF JUSTICE, OTTAWA, 12th June, 1902.

To His Excellency the Governor General in Council:

The undersigned, referring to his report of 9th instant, has the honour to state that in accordance with the recommendations therein made, the Secretary of State has telegraphed to the Lieutenant Governor of British Columbia and received his reply, which has been referred to the undersigned. The Lieutenant Governor states as follows: 'My government will not amend chapters 85 and 86 unless requested by municipal council of Victoria. Bills have been introduced to carry out recommended amendments to chapters 10, 25, 32, 65, 69, 70, 71, 72, 77, 78, 79, 81, 83, 84 and 87. My government will undertake that said bills will certainly be passed at present session so far as they can give an undertaking respecting action of legislature.'

The undersigned considers that Your Excellency may properly accept the assurance so given by the Lieutenant Governor that the Acts mentioned other than chapters 85 and 86, will be satisfactorily amended at the present session of the legislature, and he recommends, therefore, that none of these Acts be disallowed.

As to chapters 85 and 86, it is to be observed that the provincial government decline to promote any amendment unless requested by the municipal council of Victoria. The undersigned has already pointed out that the action which the government and legislature of British Columbia ought to take does not depend upon any request from the municipal council, and he would, in view of the correspondence, recommend the disallowance of these two Acts, were it not for the fact that it is represented to the undersigned that the Victoria Terminal Railway and Ferry Company has already constructed its works, or a large portion thereof, that it has acquired rights and expended a large amount of capital upon the faith of the agreement with the city, and the two statutes in question, and it would, therefore, lead to very great hardship and expense, as well as some confusion of interests, in which innocent persons might suffer, if these Acts were disallowed. Further, the undersigned entertains no doubt that the clause constituting the objection to the legislation is clearly *ultra vires*, and cannot legally affect the rights or capacity of aliens or Japanese or others, against whom it may be nominally directed. For these excep-

tional reasons, the undersigned considers that chapters 85 and 86 may be left to such operation as they may have, notwithstanding the probability, which appears very great, that the legislature will not make the suggested amendments. The non-disallowance of these Acts should not, however, be regarded as a precedent or urged in support of any discrimination in favour of future Acts of incorporation containing these or similar objectionable clauses, the general intention of Your Excellency's government being for the future to make no exception in the disallowance of the statutes of British Columbia affecting aliens generally or specially directed against the Japanese.

The undersigned recommends that a copy of this report, if approved, be transmitted to the Lieutenant Governor of British Columbia, for the information of his government.

Humbly submitted,
C. FITZPATRICK,
Minister of Justice.

1181.

BRITISH COLUMBIA—2 EDWARD VII., 1902—3RD SESSION 9TH LEGISLATURE.

Japanese Consul General to His Excellency the Governor General.

IMPERIAL CONSULATE GENERAL OF JAPAN, June 25th, 1902.

SIR, YOUR EXCELLENCY,—In the name of His Imperial Japanese Majesty's government, I have the honour to call Your Excellency's serious attention to the following Bills that were passed by the British Columbia Legislative Assembly during the session which is just over, and to which assent was given on the 23rd instant by His Honour the Lieutenant Governor of the province, viz.:—

The section 14 above referred to will prejudicially affect the number of Japanese of the province, namely:—

1st. The Bill entitled 'An Act to further amend the Coal Mines Regulation Act.'

According to the report made to me by His Imperial Majesty's consul at Vancouver, the said Bill has taken the form of re-enacting rule 34 of section 82 of chapter 138 of the revised statutes of British Columbia, with the addition to the said rule of the word 'Japanese' inserted after the word 'Chinaman.'

This rule, therefore, reads as follows: 'Rule 34. No Chinaman, Japanese, or person unable to speak English, shall be appointed to or shall occupy any position of trust or responsibility in or about a mine, subject to this Act, whereby through his ignorance, carelessness or negligence he might endanger the life or limb of any person employed in or about a mine, viz., as bankman, onsetter, signalman, brakeman, pointsman, furnaceman, engineer, or be employed below ground or at the windlass of a sinking pit.'

This rule, as Your Excellency is already aware of, as it appeared in the revised statutes of British Columbia, that is, without the present addition of the word 'Japanese,' was disallowed practically by the decision rendered by the Privy Council of Great Britain, which decided on an appeal taken from the decision of the full court of the province of British Columbia, as follows:—

'That an enactment by a provincial legislature that no Chinaman shall be employed in mines is beyond its competence, inasmuch as by the British North America Act, 1867, section 91, subsection 25, legislation with respect to naturalization and aliens is reserved exclusively for the parliament of the Dominion of Canada.' Relying on this decision of the highest tribunal of the British Empire, the present Bill must surely be *ultra vires* of the powers of the legislative assembly of British Columbia, as the word 'Japanese' as added is only variation in the originally disallowed rule 34.

2nd. The Bill No. 14: An Act relating to the employment on works carried on under franchises granted by private Acts, with one section added, as follows:—

'(1) The Lieutenant Governor in Council may appoint the chief of the provincial police and any provincial police constable or other persons as officers to carry out and enforce the provisions of this Act.'

The provisions of this Act are the same, with the exception of last section 10, as given above, which has been added, as that Act passed as Chapter 14, 1900, Statutes of British Columbia, and entituled:—

'An Act relating to the employment on works carried on under franchises granted by Private Acts.' This Act of chapter 14, 1900, was disallowed on September 11th, 1901, by Your Excellency.

The section 14 above referred to will prejudicially effect the number of Japanese settlers in the province, as it prohibits employment of any Japanese who are unable to read the Act in a language of Europe, on any of the works specified under this section, and besides there is every reason to believe that this section is deliberately meant against the employment of Japanese people only, as it is not a test of the language of the province, the English language, for any other Europan language is admitted for the test.

3rd. Insertion of these clauses in all private Bills which tend to the exclusion of the employment of Japanese labour, and particularly these clauses which are being added to the various railway Bills, notably section 4 of the Pacific Northern and Omenica Railway Company Bill, which discriminates against Japanese in particular.

4th. A resolution moved by a member of British Columbia legislature on the 10th April and carried on 15th of the same month, as follows:—

'That all contracts, leases and concessions of whatsoever kind entered into, issued or made by the government or on behalf of the government, provision be made that no Chinese or Japanese shall be employed in connection therewith.'

Pursuant to this resolution the Japanese consul at Vancouver reports special licenses are now being issued to which are attached a condition that no Chinese or Japanese shall be employed thereon.

It seems that this new clause has not been passed by a general Act of the Legislative Assembly, but the condition has been attached by the authority of section 50 of chapter 113 of the revised statutes of British Columbia, 1897, in which the Chief Commissioners of Lands and Works may grant licenses, to be called special licenses, subject to such conditions, regulations and restrictions as may from time to time be established by the Lieutenant Governor in Council .

Whether this be an Act or simply a resolution empowered by an Act, either its practical effect or with regard to its being constitutional or not, but in any case there is no doubt that it is the legislation which affects the questions of aliens, similar to that which was at stake in the case of Bryden *vs.* the Union Colliery Co. of British Columbia, in which it was decided by the Privy Council of Great Britain in July, 1890, that such legislation was distinctly unconstitutional. While this clause is unconstitutional, the Japanese residents in the province will materially suffer from the steps taken, as they are entirely prohibited from being engaged on timbee limits and in work connected with the timber licenses and a large number of them will consequently be thrown out of work and from their living, which they peacefully enjoyed for a number of years.

5th. Bill introduced into the British Columbia legislature by the Minister ofMines of the same provincial government, entitled 'An Act to regulate Immigration into British Columbia.'

This Bill is practically the same as the one that was introduced at a former session of the legislature, but was disallowed by Your Excellency's government.

The object of this Act is similar to the former one,inasmuch as it is aimed obviously and solely at the exclusion of the Japanese from the province since by subsection (*f*) the Chinese are exempt from the provisions of the Act.

My protest, as stated in the foregoing paragraph, will apply to this last and most serious one with even stronger force, as should this Bill come into force, the Japanese

will be totally deprived of their treaty right of free entry into Canada through their international highway, both by land and water, and the province of British Columbia will virtually mean to shut herself against the people of Japan. These high-handed measures, pursued on the part of the British Columbia legislature, are almost an infringement of the treaty stipulations between the two most friendly powers concerned. Besides, it is manifest that such legislation is far from being constitutional, as the province is not entitled to have jurisdiction over the questions which involve the welfare and interests of aliens and immigrants, such power wholly resting with the Dominion government. Your Excellency is doubtless aware that the Imperial Japanese government has been voluntarily restricting the emigration of their labourers into Canada for the past two years, for the sole reason to avoid any friction that might occur by allowing them to come into British Columbia, and to cause any ill-feeling among a certain class of people there.

That the fact that the voluntary course thus taken by the Japanese government has proved so very effective is fully proved by the Royal Commissioners appointed by Your Excellency's government.

The commissioners state in their report, published as follows: 'Your commissioners fully appreciate the action taken by the government of Japan on August 2, 1900, whereby the governors of the prefectures of Japan were instructed to prohibit entirely for the time being the emigration of Japanese labourers for the Dominion of Canada, &c., &c.

'The course adopted by the Japanese government, if we may without presumption be permitted to say so, is most opportune, eliminating all causes of friction and irritation between Canada and Japan, and so favouring a freer trade and intercourse between the countries than could otherwise obtain.'

'Nothing further is needed to settle this most difficult question upon a firm basis than some assurance that the action already taken by the government of Japan be revoked.'

'Your commissioners desire to express their earnest hope that in the continuance of this friendly policy, legislation on this subject by the Canadian government may be rendered unnecessary.

'While your commissioners thus highly appreciate the measures taken by the government of Japan, and strongly recommend to your government that there should be no legislation enacted against the immigration of Japanese subjects into Canada, I am at a loss to find out why the British Columbia government should again pass the legislation above referred, which was disallowed by Your Excellency only six months ago.

I shall not argue any further on the subject, as all these Bills above referred to are merely repetitions of the Bills either passed by the British Columbia legislature in previous sessions, or disallowed by Your Excellency within only the last six months, and still more as they were so thoroughly and ably argued by my predecessor in office, Hon. S. Shiunger, on previous occassions, that I have very little to add to his argument.

Before, however, concluding this note of official protest, I have further honour of requnesting Your Excellency in behalf of His Imperial Japanese Majesty's government, that you will take speedy steps that these obnoxious Bills, particularly that relating to the Japanese immigration, be disallowed, before it shall come into force, as this legislation even for a moment if left in force, will most injuriously interfere with the free movement of all classes of Japanese in general, the consequence of it will eventually lead to jeopardizing of trade relations between Japan and Canada, in which British Columbia is particularly interested.

While I trust that Your Excellency's government should similarly be ready to use on this occasion the same enlightenment and impartial policy which has on previous occasions been extended to the legislation of this kind, they will also take into consideration that on account of the recent treaty, the people of the countries on both

sides of the Pacific—the Empire of Japan and Dominion of Canada—should enter into closer union and have better understanding.

I avail myself of this opportunity to renew to Your Excellency the assurance of my highest consideration.

TATSZGORO NOSSE.

P. C. 1244—L.

No. 292.

Mr. Chamberlain to Lord Minto.

DOWNING STREET, August 2, 1902.

MY LORD,—I have the honour to acknowledge the receipt of Sir H. Strong's despatch No. 230, of the 2nd July, forwarding a copy of a letter addressed by the Consular General for Japan in Canada to the Governor General protesting against the provisions of measure recently enacted by the legislature of the province of British Columbia as prejudicially affecting the rights of Japanese residents in the province.

2. I shall be glad to receive a copy of the reply returned to the Consul General in due course and also copies of the laws referred to in Mr. Nosse's communication.

J. CHAMBERLAIN.

1249 L.

The Japanese Consul General to His Excellency the Governor General.

IMPERIAL CONSULATE GENERAL OF JAPAN,
MONTREAL, August 11, 1902.

SIR, YOUR EXCELLENCY,—I had the honour of addressing to Your Excellency in previous despatch, under date of June 26th, which copy is herewith accompanied, in relation to several Bills and resolutions as per enclosures marked A, B, C and D, which were passed in the British Columbia legislature during the last session, and assent was given later on by the Lieutenant Governor of the said province.

The Imperial Japanese Consul in British Columbia reports that since the laws above referred to had been enforced in that province, the Japanese people are practically debarred from the full enjoyment of their rights and privileges under the vigorous prosecution of such laws and regulations in hands of the provincial officers. What most affects their rights and interests are the laws practically prohibiting their free entry into the province and preventing their employment on works carried on under franchises granted by private Act, &c., and it is now proven so very obnoxious to our countrymen, that they can no longer stand the enforcement of these laws.

I beg leave, therefore, to call Your Excellency's attention to the fact that I am in receipt of a cable instruction from the Imperial Minister of State for Foreign Affairs in Tokio, that I should appeal to the good-will of your government and ask them to have these obnoxious laws disallowed, on the ground that the immigration law recently enacted proves not only disadvantageous to Japanese subjects, but also contrary to Canadian constitution, and that the Imperial government of Japan are extremely surprised at such actions being taken in spite of severe restrictions they had put since 1900 upon immigration of their people into Canada.

I have, in accordance to the instructions above referred to, the honour of transmitting the earnest desire of my government to Your Excellency's government, and at the same time trusting that your government will lose no time in having these laws disallowed at an early date.

I avail myself of this opportunity to renew to Your Excellency the assurance of my highest consideration.

TATSZGORO NOSSE.

May 12th, 1902.

The Japanese Consul to the Chief Commissioner of Lands and Works.

Re Conditions Attached to Timber Licenses Excluding Employment of Oriental Labourers.

DEAR SIR,—According to a report of the Vancouver *Daily Province* of May 12th, special permits are being issued to which are attached a special condition as follows: 'This permit is granted on the special condition that no Chinese or Japanese shall be employed in working the said limits mentioned in this permit.'

The *Province* goes on to state that this new clause was not passed by the general Act of the legislative assembly, but must have been ordered by the Lieutenant Governor in Council, and that the authority for so doing is contained in section 50 of the Land Act revised statutes and amendments to the end of 1901. I see by reference to section 50 of chapter 113 revised statutes of British Columbia, 1897, that the Chief Commissioner of Lands and Works may grant licenses to be called special licenses, subject to such conditions, regulations and restrictions as may from time to time be established by the Lieutenant Governor in Council, and of which notice may be given in the British Columbia *Gazette*.

I have looked over the *Gazette* of May 1st, May 8th, and May 15th, but have been unable to find the notice referred to, would you kindly furnish me with the information as follows:—

1. If these conditions regarding the employment of Japanese labourers are now attached to the timber licenses which are issued?

2. If it is pursuant to the section 50 referred to the chapter 113 revised statutes of British Columbia, or if a special Act has since been passed by the legislature.

3. If a notice has been given by the Lieutenant Governor in Council, could you please give me the date and page of the *Gazette* in which the said notice is contained?

Hoping I am not giving you undue trouble, and trust you can favour me with an early reply.

S. P. SACKO,

Chancellor in charge of His Imperial Japanese Majesty's Consulate, Vancouver, B.C.

The Chief Commissioner of Lands and Works of the Province of British Columbia to Japanese Consul.

LANDS AND WORKS DEPARTMENT,
VICTORIA, May 27, 1902.

SIR,—I have the honour to acknowledge the receipt of your letter of the 22nd instant, and in reply to your inquiry, I beg to say that the condition respecting the non-employment of Chinese and Japanese, attached to the special licenses to cut timber, was made pursuant to a resolution of the legislative assembly of this province now in session.

W. C. WELLS,
Chief Commr. of L. & W.

Hon. S. P. SACKO,
Chancellor in charge of His Imperial Japanese Majesty's Consulate,
Victoria, B.C.

P. C. 1408.

THE CARIBOO GOLD FIELDS, LIMITED.
6 and 8, EASTCHEAP, LONDON, E.C., August, 1902.

The Right Honourable
Sir WILFRID LAURIER, G.C.M.G., P.C., &c.
Premier and President of Privy Council for the Dominion of Canada.

SIR,—The directors of The Cariboo Gold Fields, Limited, a mining company which holds extensive freehold and leasehold mining properties situated upon and adjacent to the bed of the well known Williams Creek, and near the town of Barkerville, in the Cariboo District of British Columbia; in consequence of very one-sided legislation in mining matters, enacted by the legislative assembly of the province, of which the objectionable features are unnecessarily emphasized and enhanced by the interpretation placed upon the said enactments by the executive of the provincial Government, acting under the pressure of the labour leagues of the province; find themselves compelled to approach the government of the Dominion of Canada, of which your Excellency is the distinguished premier; to beg that the government of the Dominion will exercise its great influence with the provincial government of British Columbia to obtain from them in favour of The Cariboo Gold Fields, Limited, and of all companies having similar aims and interests in the province in regard to matters not solely affecting these mining companies but also affecting the greatest interests of a province which is absolutely dependent upon the encouragement of capital to develop its great mineral wealth;—

Firstly—A more favourable interpretation of the clauses of Acts which have been left by the provincial legislature to the discretion of the executive.

Secondly—An effort on the part of the ministers of the executive government to direct the future legislation of the assembly towards the same end.

The directors of the Cariboo Gold Fields, Limited, in support of their earnest request to your Excellency, as the Premier of the Dominion, in asking as above for some effective protest to the executive government of the province of British Columbia, beg to lay before you the following facts.

These facts are intended to show the difficulties which are unnecessarily placed in the way of mining enterprises requiring the assistance of capital, and the grievances from which this company in common with all mining companies in the province suffers, and which unless redressed must absolutely prevent in the future, as it has hindered in the past, the obtaining of any subscription of funds or capital in London for the development of the natural wealth of the province.

If proper encouragement is given to those who may be willing, if some chance of success is offered by wise legislation to invest their money in properly thought out schemes for working the mineral wealth which undoubtedly exists, there will be ample employment at remunerative rates for every able bodied man desirous of work in the province; the only difficulty will be in securing the amount of labour required at the places where it is needed.

In default of this encouragement no investor will be able to see any advantage in considering the claims put forward on behalf of the province, and without the private investor, there can be neither companies formed to develop the mines, nor wages for the casual working miner resident in the province.

It must not be forgotten in this connection, that the province of British Columbia, from its position, does not afford as in other parts of Canada great fields for agricultural development, but that its chief resources lies in the minerals which are so widely existent throughout the whole of its northern area, and which remain from lack of capital untouched, as the risks involved in providing the funds for the needful working plant require much more inducement than has been ever offered heretofore

by the legislature of the province; for in the greater part of the province these minerals are not such as can be operated by individual miners, but require for their development the aid of modern machinery and capital.

Anything done in legislating which prevents the introduction of such capital as the province needs, can only be considered as absolutely suicidal; it involves the interests of every resident of the province, and sooner or later the absence of capital coming into the country must be felt by every individual resident in one way or other.

That the legislative assembly should levy taxes, in every possible form upon the owners and lessees of mines as contributions towards the revenues of the province could only be expected, and although these taxes are levied to an extent which appears to the directors to be far in excess of the interests involved, we do not propose to call Your Excellency's attention now to that grievance. Nor do we desire in this letter to especially direct Your Excellency's attention to the unsatisfactory tenure granted to the mines which require the largest outlay; that is to say, 'placer mines,' as contrasted with the more favourable conditions granted to 'quartz mines,' which is in itself a great grievance, and much against the interests of the province. A very moderate amount of expenditure gives a right to a freehold in the latter, whilst that important privilege is denied to the 'placer miner.'

We cannot help feeling, and expressing our opinion, that it would remedy a great injustice, and also be to the manifest interests of the province, and also of the Dominion, if placer miners were placed at the least upon an equality in legislation with the owners of quartz mines.

The special grievance which we desire at the present time to bring before Your Excellency is confined to and refers only to the internal working of mines in the province.

We have to pay both occasionally and annually large amounts to the revenue of the proivnce, and yet the special legislation made at the assembly, and also further, the interpretation placed upon that legislation by the executive, hampers the development and working of our mining property to an extent which may reach the point of practically confiscating the said property, from the impossibility of working it under the prohibitory conditions arbitrarily laid down; under the very mistaken belief on the part of the legislature, that in the oppressive enactments which shut out investments in improvements of property in the province, they are acting in the interests of their constitutents, who are mostly working men.

We beg to recapitulate the statements which were laid before Your Excellency by our chairman verbally—as to the position of this company, and of the difficulties it labours under—owing to the obstructive policy of the provincial government.

The Cariboo Gold Fields, Limited, was founded in 1894, the objects of the company being to work certain placer mines, or claims, situated on William's Creek, in the District of Cariboo, British Columbia.

Such claims were purchased from vendors, who had acquired them in the usual manner under leases granted by the Gold Commissioner of the district, on behalf of the Government of British Columbia; further claims were subsequently purchased, and others were obtained by the usual methods of 'pegging out.'

Attached to these claims were 'water records,' mostly prior records from the respective sources, which gave this company power to take water from various streams and rivers in the district, and these water records were granted to the company for a term of ten years.

Soon after the formation of the company—which in the first instance was composed of six or seven contributors—it was found that there existed a difficulty in obtaining money to develop the property, the chief reason being that the title granted was for so short a period that the capitalists did not consider themselves safe in taking up the shares.

It was therefore decided upon the advice of people both in British Columbia and here in London, to apply to the Legislative Assembly of British Columbia for a special Act extending the period of our leases, and consolidating the whole property, including the water rights, under one lease to be granted under the Act through the Minister of Mines, by the Lieutenant Governor in Council, for a period of 20 years from the year 1896 (being the date of the Act), the said lease to be extended for a further period of 20 years, under such conditions as to annual rental as might be fixed by the Lieutenant Governor in Council. The freeholds belonging to the company were also consolidated as far as regarded current annual working, and mentioned in the schedule of the said Act.

The Act was obtained (No. 68, dated 6th April, 1896), but a clause was inserted by the legislature therein to the effect that no Chinese nor Japanese labour should be employed in or about the said mine, and that the Lieutenant Governor in Council should fix a penalty to enforce this clause when granting the lease ordered under the Act. The amount of the penalty was left to the executive.

On accepting the Act—the directors of this company thought that they had to deal with a legislature who had the interests of all classes in he province at heart, and that the general interests of a country in which both capital and labour were very deficient would be the main object kept in view, and that as members of our empire they would avoid acting harshly, or to the prejudice of those who were doing much to develop the industries of the province committed to their charge, also that if any penalty were exacted under the Act, it would be one strictly confined to the end to be attained, that being the prevention of undue competition with the available white labour by aliens.

We applied for our confirming lease in due course, and to our astonishment we found that the penalty for employing Chinese or Japanese labour for any work on our mine was fixed at five dollars per day for each person so employed.

Now were it possible, or had it been possible to employ white labour only, the company would employ it, although they might feel that they should not be restricted to it. But unfortunately white labour is not always obtainable in sufficient quantity, and the company must either employ from time to time, a certain amount of Chinese labour, or else close their operations.

The pay of a Chinese labourer at Barkerville is from $2½ to $3 per day; the pay of a white labourer fo rsimilar work is from 3½ to $4 per day. and the value of the work done by the white labourer is considered to be much better on the average than that done by the Chinese; there is therefore very little temptation to the manager of a mine to engage Chinese labour if he can obtain white labour freely; the difference in intrinsic value would be amply covered by about 50 cents per day, per man, for the lower class of work; whilst for the higher class of work the manager would always engage white labour by preference, even at still higher rates of pay if he could get it of the proper quality, or perhaps even if he could get it at all.

Now, if we accept the lease with the penalty attached of paying $5 per day per head for every Chinese labourer employed, we shall have to pay $3 wages, plus $5 penalty, making eight dollars per man per day, whenever we are obliged to employ Chinese labour because we are unable to obtain white labour for imperative work; for we have already offered only to employ Chinese labour when the Gold Commissioner certified that it was a necessity. We have also offered to pay a penalty of fifty cents, (50 cents) per head per day for each Chinese labourer employed. This would be more than sufficient to deter any manager from employing Chinese labour if white labour were attainable, as he would lose the benefit of the better work done by white labour without any benefit in the pay-roll.

If we are compelled to pay the penalty of five dollars per head per day for Chinese labour when we are unable to find white labour, making about eight dollars

per day for every man so employed, and solely because we cannot obtain white labour, we must stop operations.

If we stop operations, we lose our leases, or run the risk of losing them.

Up to the present we have refused to accept the lease with a greater penalty than 50 cents per head per day; although we have duly and regularly paid to the government the enhanced annual rental due under the Act in respect of our leases.

We are now informed that we must either accept the lease as drawn, or that our property on which we have expended about 100,000 pounds must pass from us.

We have made various suggestions to the Provincial Government through either the Minister of Mines, the Attorney General, or through other members of the Ministry, asking for a reduction of the penalty of $5.— and have offered as before mentioned, to accept a fine equivalent to the difference between white labour and Chinese labour.

We have approached various members of the executive government from time to time. They are so afraid that by doing their duty to the real interests of the province, that they may lose their seats in the legislature, that they prefer to suffer the country to sustain a permanent injury, and to stop progress and development, rather than to risk their individual interests, by incurring the enmity of the labour leagues, although the position taken by the said labour leagues is unreasonable and injurious to the welfare of the country.

To give Your Excellency one instance only to show what a great detriment to the interests of the Province this matter may prove; we would mention that this company alone has a project on foot for the working and development of another portion of our property, through a subsidiary company where an expenditure of about 50,000 pounds in the first instance would be made; but this question of the non-employment of Chinese labour stands in the way, all of these connected with our company having determined that until the removal of the 'boycott' they will not proceed further.

Our Chairman adds that from his own personal knowledge the question is preventing the influx of Capital into the Province.

As men of business we know the risks which attach to any mining enterprise; those risks we are prepared to take, but we cannot continue our business unless we have the support of those in authority.

The directors of the Cariboo Gold Fields, Limited, for the reasons enumerated above beg Your Excellency, as the Premier for the Dominion of Canada to exercise on behalf of your Government the great influence at your command with the government of the province of British Columbia, to obtain a redress for this company of the grievances above-mentioned.

For the Cariboo Gold Fields Limited,

ERNEST COLLINS,
Chairman of the Board.

WM. BAMFIELD SMITH.
Secretary.

P. C. 1663.

IMPERIAL CONSULATE GENERAL OF JAPAN FOR THE DOMINION OF CANADA.

MONTREAL, QUE., November 1st, 1902.

Right Honourable
Sir WILFRID LAURIER, G.C.M.G., P.C., &c.,
Premier of the Dominion of Canada.

DEAR SIR,—It has now elapsed several months since I had the honour of addressing His Excellency the Governor General protesting against several bills passed by the British Columbia legislatures during last session and which are since then

rigidly enforced by the local government of the said province of all Japanese people who are coming into that province.

I have not, however, been informed of any steps taken by the Dominion Government so far toward the disallowance of the said bills. The Imperial government of Japan is anxious to have the said restrictions upon her people in British Columbia be removed at an early date. As I had the honour of stating to you at our last interview the Government of Japan ask no more than fair and just treatment of her people in the hand of her great friendly neighbor across the Pacific—Canada, they are quite agreeable to the recommendation, proposed by the Royal Commission in their report and you are already aware of the fact that the Government of Japan has been for last few years taking a voluntary course in restricting her people to come to British Columbia.

I will have the honour of calling upon you before very long to convey to you the earnest wishes of the Government of Japan on the matter referred to.

TATSZGORO NOSSE.

1731.

Report of the Honourable the Minister of Justice, approved by His Excellency the Governor General in Council on the 5th December, 1902.

DEPARTMENT OF JUSTICE, OTTAWA, 14th Nov., 1902.

To His Excellency the Governor General in Council:

The undersigned has the honour to submit his report on the following statutes of the legislature of British Columbia, passed during the second year of His Majesty's reign (1902), and received by the Secretary of State for Canada on the 29th day of September last:

Chapter 34, 'An Act to regulate Immigration into British Columbia.'

Chapter 38, 'An Act relating to the employment on works carried on under franchises granted by Private Acts.'

Chapter 48, 'An Act to further amend the "Coal Mines Regulation Act."'

Chapter 34 is a re-enactment of Chapter 11, 64 Victoria, of the Statutes of British Columbia.

Chapter 38 is a re-enactment of Chapter 14, 64 Victoria, of the Statutes of British Columbia.

These statutes as originally enacted were disallowed by order of Your Excellency in Council of 11th September, 1901, for the reasons stated therein, and the reasons stated in the report of the Minister of Justice of 5th January, 1901.

Upon the same grounds the undersigned considers that these statutes as now reenacted should be disallowed.

Chapter 48 amends the Coal Mines Regulation Act, Revised Statutes, 1897, by repealing rule 34 of section 82, and substituting therefor a rule in all respects the same, except that the substituted rule expressly excludes Japanese from being appointed to or occupying the positions therein mentioned. This enactment, in so far as it affects Japanese, either as aliens or as naturalized British subjects, is *ultra vires* under the decision of the Judicial Committee of the Privy Council, in the case of the Union Colliery Company of British Columbia *vs.* Bryden, 1889, Appeal Cases, 580. It is also an example of discriminating legislation such as has been on several occasions during the last few years disallowed by Your Excellency's Government, as incompetent to a provincial legislature or upon grounds of public policy. The reasons which prevail for the disallowance of such measures are well understood.

The undersigned does not consider that any useful purpose would be served by correspondence with regard to these statutes, and he recommends that each of them be disallowed.

Respectfully submitted,

C. FITZPATRICK,
Minister of Justice.

1732.

Proclamation Disallowing Chapter 34.

AT THE GOVERNMENT HOUSE AT OTTAWA.

Friday, the 5th day of December, 1902.

PRESENT:

His Excellency the Governor General in Council.

Whereas the Lieutenant Governor of the province of British Columbia, with the Legislative Assembly of that province, did on the 21st day of June, 1902, pass an Act, which has been transmitted, chaptered 34, and intituled 'An Act to regulate Immigration into British Columbia.'

And whereas the said Act has been laid before the Governor General in Council, together with a report from the Minister of Justice, recommending that the said Act be disallowed.

Therefore the Governor in Council has this day been pleased to declare his disallowance of the said Act, and the same is hereby disallowed accordingly.

Whereof the Lieutenant Governor of the province of British Columbia and all other persons whom it may concern are to take notice and govern themselves accordingly.

JOHN J. McGEE,
Clerk of the Privy Council.

I, Sir Gilbert John Elliott, Earl of Minto, Governor General of Canada, do hereby certify that the Act passed by the Legislature of the province of British Columbia, on the 21st day of June, 1902, chaptered 34, intituled 'An Act to regulate Immigration into British Columbia,' was received by me on the 29th day of September, 1902.

Given under my hand and seal at Ottawa this fifth day of December, 1902.

MINTO.

1733.

Proclamation Disallowing Chapter 38.

AT THE GOVERNMENT HOUSE AT OTTAWA.

Friday, the 5th day of December, 1902.

PRESENT:

His Excellency the Governor General in Council.

Whereas the Lieutenant Governor of the province of British Columbia, with the Legislative Assembly of that province, did on the 21st day of June, 1902 pass an Act which has been transmitted, chaptered 38, and intituled 'An Act relating to the employment on works carried on under Franchise granted by Private Acts.'

And whereas the said Act has been laid before the Governor General in Council, together with a report from the Minister of Justice, recommending that the said Act be disallowed.

The Governor General in Council has thereupon this day been pleased to declare his disallowance of the said Act, and the same is hereby disallowed accordingly.

Whereof the Lieutenant Governor of the province of British Columbia, and all other persons whom it may concern, are to take notice and govern themselves accordingly.

JOHN J. McGEE,
Clerk of the Privy Council.

I, Sir Gilbert John Elliott, Earl of Minto, Governor General of Canada, do hereby certify that the Act passed by the Legislature of the province of British Columbia on the 21st day of June, 1902, chaptered 38, intituled 'An Act relating to the employment on works carried on under Franchises granted by Private Acts,' was received by me on the 29th day of September, 1902.

Given under my hand and seal at Ottawa this fifth day of December, 1902.

MINTO.

1734.

MINTO.

Proclamation Disallowing Chapter 48.

AT THE GOVERNMENT HOUSE AT OTTAWA.

Friday, the 5th day of December, 1902.

PRESENT:

His Excellency the Governor General in Council.

Whereas the Lieutenant Governor of the province of British Columbia, with the Legislative Assembly of that province, did on the 21st day of June, pass an Act which has been transmitted, chaptered 48, and intituled 'An Act to further amend the Coal Mines Regulation Act.'

And whereas the said Act has been laid before the Governor General in Council, together with a report from the Minister of Justice, recommending that the said Act should be disallowed.

The Governor General in Council has thereupon this day been pleased to declare his disallowance of the said Act, and the same is hereby disallowed accordingly.

Whereof the Lieutenant Governor of the province of British Columbia and all other persons whom it may concern, are to take notice and govern themselves accordingly.

JOHN J. McGEE,
Clerk of the Privy Council.

I, Sir Gilbert John Elliott, Earl of Minto, Governor General of Canada, do hereby certify that the Act passed by the Legislature of the province of British Columbia, on the 21st day of June, 1902 ,chaptered 48, and intituled 'An Act to further amend the Coal Mines Regulation Act,'was received by me on the 29th day of September, 1902.

Given under my hand and seal at Ottawa this fifth day of December, 1902.

MINTO.

P. C. 1356—L.

IMPERIAL CONSULATE GENERAL OF JAPAN,
MONTREAL, 20th December, 1902.

His Excellency the Governor General.

SIR, YOUR EXCELLENCY,—I have the honour of informing Your Excellency that I have this day received a cablegram from His Excellency the Baron Komura, His Imperial Majesty's Minister of State for Foreign Affairs, instructing me to convey to Your Excellency's Government in the name of the Imperial Government of Japan, their highest appreciation of the action taken by the Canadian Government upon the British Columbia legislation against Japanese subjects and to express to your government their earnest wish that the most friendly relations between Japan and Canada will continue to the best advantage of both nations concerned.

TATSZGORO NOSSE.

IMPERIAL CONSULATE GENERAL OF JAPAN,
FOR THE DOMINION OF CANADA.
MONTREAL, Jan. 24, 1903

To the Right Honourable
Sir Wilfrid Laurier, G.C.M.G., P.C.

DEAR SIR,—Upon receipt of a cable instruction from Baron Komura, Japanese Minister of State for Foreign Affairs, during your absence from Ottawa to the south of the United States, I had the honour of addressing to Lord Minto, the Governor General, transmitting to his Excellency the highest appreciation of the Imperial Japanese Government on the action taken by the Canadian Government upon the British Columbia legislation.

I have this day received another instruction from Baron Komura instructing me to convey his sincere thanks to you and further to express to you his personal appreciation of your good and friendly feeling towards his countrymen in Canada.

With this purpose I am coming to Ottawa next Monday and I wish you would be good enough to receive me at your convenience, as I am to stay in the Capital for a few days.

TATSZGORO NOSSE.

OTTAWA, 30th January, 1903

Mr. T. G. Nossé,
Imperial Japanese Consul,
Montreal.

DEAR MR. NOSSÉ,—I enclose a statement which I have just received from the Deputy Minister of Trade and Commerce with regard to Japanese immigration to Canada. The total number from July, 1901 to the end of June, 1902, is 563. According to my information this number is larger than was authorized by the new legislation adopted lately by the Japanese Government. Would you kindly explain to me how this was done? I would be obliged if you would also send me an official statement giving the number of Japanese who are allowed to immigrate each year, since the passing of the new legislation above referred to.

WILFRID LAURIER

SESSIONAL PAPER No. 74b

IMPERIAL CONSULATE GENERAL OF JAPAN FOR THE DOMINION OF CANADA.

MONTREAL, 3rd February, 1903.

The Right Honourable
Sir WILFRID LAURIER, Ottawa.

DEAR SIR,—In answer to your inquiry as to why so large a number of Japanese were allowed to emigrate to Canada during the past one year or so, I beg to say that the Japanese government has been restricting for more than last two years the issuing of new passports to all intending immigrants to Canada. It is total and absolute restriction, and there is not any limited number allowed for each year as you have referred.

The only Japanese who are allowed to leave Japan under the present system for Canada are:—

1. Those who hold the old passports and also the certificates of the Japanese consul at Vancouver certifying that they are residents in Canada and only returning to Canada.

2. The families of Japanese residents in Canada coming out to them, upon approval of Japanese consul at Vancouver.

3. The merchants and students duly qualified.

As to the unusually large number in the months of May and June, 1902, Hon. Mr. Morikawa, Japanese consul at Vancouver, B.C., wired to me this morning in answer to my telegraphic inquiry, saying that 'Those who landed both at Victoria and Vancouver in these two months were not destined for Canada, but left for Tacoma, Seattle and San Francisco after staying a day or two. Those who remained in this province did not number more than twenty, and are only the old residents, who went to Japan on temporary visit.'

I may venture to explain a few facts that on account of the better facilities given by the C. P. R. steamers quite a large number of Japanese are coming by the said steamers en route to the United States ports, but none of them should carry passports for Canada, but all for the United States. The United States immigration agents stationed both at Victoria and Vancouver will supply you with a complete list of Japanese who have left British Columbia for the United States, and this list will show you a very considerable number leaving the province across the boundary, leaving a very small surplus in British Columbia.

The total number of Japanese residents in British Columbia were, according to the report prepared by the Japanese Consul at Vancouver, under date of December 31, 1901, 2,722, divided up as follows:—

Vancouver	671
Victoria	136
New Westminster	318
Steveston	417
Nanaimo	36
Skeena River	114
Kootenay	54
Union Mines	199
Salt Springs, &c.	40
Cariboo	69
Chemainus	83
Rivers Inlet	22
C. P. R. route	58
B. C. ranches	403
Mount Sicea	49
Dawson	53
	2,722

I am not contradicting the validity of your census, but the care should be sometimes taken by the census officers in not mixing both Japanese and Chinese, The Chinese, since the war of 1894, and consequent defeat by the Japanese, have assumed, a great many of them, English customs, and pretended to be the Japanese. For an instance, there is a 'Japanese laundry' in this city of Montreal, while there is none of my countrymen engaged in that trade.

TUTZSGORO NOSSE,
His Imperial Majesty's Consul General.

OTTAWA, February 5, 1903.

Mr. T. Nossé.
Imperial Consul General,
Montreal.

Dear Mr. Nossé,—I have your favour of the 3rd instant, for which I tender you my sincere thanks. I would be obliged, however, if you would kindly add to the information it conveyed to me, the regulations of your government as to the number of Japanese allowed every year to emigrate from Japan to Canada. This point is not covered by your letter.

WILFRID LAURIER.

IMPERIAL CONSULATE GENERAL OF JAPAN FOR THE DOMINION OF CANADA,
MONTREAL, February 5, 1903.

The Right Hon. Sir WILFRID LAURIER,
Prime Minister of Canada, &c., &c., &c.
Ottawa.

DEAR SIR,—In answer to my cablegram to His Excellency Baron Komura, Minister of State for Foreign Affairs, informing him of Hon. Sydney Fisher's visit to Japan, representing the Canadian government at the National Exhibition to be held at Osaka, Japan, his lordship sent me a cablegram this morning instructing me to transmit to you, in the name of His Imperial Japanese government, his highest appreciation of the good will shown to his country by the Canadian government and also that he deems his country is highly honoured with the visit of a cabinet minister of a great friendly nation across the Pacific and that he wishes to assure your government that Hon. Sydney Fisher will receive every attention and courtesy from the Japanese government during his stay in the empire.

TATSZGORO NOSSE.

IMPERIAL CONSULATE GENERAL OF JAPAN FOR THE DOMINION OF CANADA.
MONTREAL, February 6, 1903.

The Right Honourable
Sir WILFRID LAURIER,
Ottawa.

DEAR SIR,—In answer to your favour of yesterday's date, referring to the number of Japanese allowed to emigrate each year from Japan to Canada, I beg leave to state that prior to the fall of 1900, the number of new passports issued to the Japanese emigrants for Canada used to be about fifty each month, but since then the Japanese Government have wholly stopped the issuance of new passports to any intending emigrants for Canada, under a provision of the Emigration Protection Law, and no passports are, therefore issued at present to the new emigrants, except to the merchants, students and tourists duly qualified. It is therefore practically the total restriction, on the part of Japanese Government, to the emigration of their people to Canada. Those who are now arriving in British Columbia should be on

transit to the United States or holders of the old passports properly endorsed by the Japanese Consul at Vancouver (certifying that they are the residents in Canada). The system is most rigidly observed there in Japan as every passenger is examined on board of the steamer prior to her departure, and those who are found without passports are ordered back on shore by the police authorities under the penalty of heavy fines.

I may add that Hon. Mr. S. Morikawa, Japanese Consul at Vancouver, wired me this morning that according to the report furnished him by the United States Immigration Agent there were 895 Japanese who left British Columbia during last fiscal year—from July, 1901, to June, 1902. This is practically more than the arrivals of Japanese during that period. It is the fact that many hundreds of Japanese in British Columbia are leaving there for the United States on account of the local agitation and oppressive measures adopted against our people by both the provincial and municipal authorities.

TATSZGORO NOSSE.

MONTREAL, 30th March, 1903.

Right Hon. Sir WILFRID LAURIER,
Premier and President of the Council.
Ottawa.

In answer to my cablegram to the Imperial Japanese Government advising them to continue the policy of restricting their people immigrating in any large number into British Columbia, I have received a cable instruction to the effect that I have to give your government the renewed assurances that the Japanese government are not desirous of forcing their people into British Columbia against the wish of the province, and that they are willing to enter into an agreement with your government by which they may bind themselves, if their present policy of rigid restriction is not deemed satisfactory to your government.

T. NOSSE,
Consul General of Japan.

1497 L.

The Japanese Consul General to His Excellency the Governor General of Canada.

IMPERIAL CONSULATE GENERAL, MONTREAL, May 20th, 1903.

His Excellency the Right Honourable Earl of Minto, Governor General of Canada, &c., &c., &c.

SIR, YOUR EXCELLENCY,—Under instruction of His Imperial Japanese Majesty's government, I have the honour of calling Your Excellency's attention to the following Bills that were passed by the British Columbia Legislative Assembly at present in session, and that have become the law, being assented by the Lieutenant Governor of the province, namely:—

1. The Act intituled: 'An Act to regulate Immigration into British Columbia.

2. The Act intituled: 'An Act relating to the employment on works carried on under franchises granted by private Acts.'

The two Acts are practically the re-enactment of that which were disallowed by Your Excellency's Order in Council twice in succession in 1901 and 1902.

Holding the same view as argued in my despatches of last year under similar circumstances, I have again the honour of drawing your attention to the fact that the Acts referred to are utterly unconstitutional,- and unquestionably meant to prohibit the Japanese subjects from residing in and entering British Columbia.

Your Excellency is doubtless aware that such legislation as these, with respect to the aliens, is incompetent to a provincial legislature, as only the Dominion Parliament of Canada is empowered to treat upon the subject, and that the object of enactment of these Acts is aimed obviously and solely at the exclusion of the Japanese people from the province in question, since in the case of 'Immigration Law' the Chinese are exempt by the payment of $800, as provided in section 3, subsection F; and again in the case of 'The Employment on Works carried on under Franchise,' there is another example of strong and deliberate manifestaion of discrimmination against the Japanese residents, as the so-called language test does not include the language of Japan, but only those of the European countries, while none of these languages except the English, being spoken in the province in general'.

Knowing your government are fully posted on the question and trusting that they will take measures nothing but fair and just, I need hardly any further argument, but to request that Your Excellency's government will have these obnoxious Acts disallowed at an early date, as the enforcement even for a short period would seriously affect the interest and welfare of the Japanese subjects and the full enjoyment of their rights and privileges entitled by the treaty stipulations would be wrongfully denied by the local authorities.

T. NOSSE.

His Imperial Majesty's Consul General for the Dominion of Canada.

P. C. 1263.

IMPERIAL CONSULATE GENERAL OF JAPAN FOR THE DOMINION OF CANADA.
MONTREAL, July 18, 1903.

The Right Hon. Sir WILFRID LAURIER,
Prime Minister of Canada, &c., &c.
Ottawa.

DEAR SIR,—In answer to my cable inquiries to Baron Komura, Minister of State for Foreign Affairs, *re* the number of passports issued to Japanese, destined for Canada, His Excellency cabled to me this morning to the following effect:

'New passports issued to the Japanese subjects of all descriptions, including students, merchants, emigrants and their families, for Canada for last three years were as follows:—

1901	165
1902	185
1903 (four months)	87

The Consul Morikawa at Vancouver, B.C., has also furnished me with full particulars, in answer to my telegraphic inquiries, as follows:—

'The number of Japanese passengers entering British Columbia supplied by the Dominion Customs of Canada is very nearly correct, although I am sorry to say that there was no distinction made whether these passengers were the old residents coming back or newcomers, or who were merely on transit, staying here only for a few days, before proceeding for their proper destination (the United States).

Out of total number of Japanese passengers landing here by every steamer one-third is bound for the States, the balance, two-thirds, made up of the old residents, their wives and children and a small number of students and merchants are only those who are really meant to stay in the province or elsewhere in Canada. No comparison can well be established with the first six months of a year and the last six months, for this reason that there is in the last six months of a year, a greater number of Japanese going over to Japan and a smaller number coming back here, while in the first six months the case is quite reverse.

It ought to be borne in mind that a corresponding number of Japnese who are going back in Japan every winter must be expected to be back again here in the succeeding spring, either singly or bringing their families with them, as the circumstances might be.

In the case of a Japanese resident leaving for Japan he is to be provided with a certificate of residence by this Consulate, to enable him to be back again here. The total number of the certificates issued were,

1902 (first six months)	307
1902 (last ")	349
	656
1903 (first ")	384

There is again an increasing tendency amongst the Japanese here that they find themselves more inclined to settle down in Canada, and thereby the necessity of bringing over their wives to make permanent residences here and to have their children receive English education. This very fact may necessarily add one or two persons more to an old resident, when he is coming back.

To give an idea how the number of Japanese arrivals supplied by the immigration officers is grossly exaggerated and is found insufficient to give any evidences, I may refer to the following cases of SS. *Empress of Japan* and other steamers, which arrived here in June.

Empress of Japan—

On transit	34
Students	4
Old residents	28
Their wives	11
Passed language exams	7
	84

Riojin—

Old resident	3

Iyo—

Old residents	9

Athenion—

On transit	15
Old residents	12
Their wives	7
Children	2
Passed exams	1
	37

Shawmut—

On transit	22
Old residents	5
	27

Empress of China—

On transit	10
Old residents	16
Their wives	4
Children	6
Passed exams	2
Merchants	3
	41

The total number of 201 for the month of June may be thus divided:—

On transit	81
Old residents	73
Their wives	22
Children	8
Merchants	3
Students	4
Passed exams	10
	201

Thus, out of 201, for instance, only 10 or 15 per cent may be new-comers who hold the new passports. The officer here in charge of the immigration should therefore report this fact to their superiors, instead of representing the whole number to have been new-comers. It must again be remembered that among these old residents there are many who are naturalized citizens of Canada.

There are no Japanese coming from the Hawaiian Islands; a great number of Japanese keep on coming from and going to the United Sates across the boundary. The table prepared by the United States immigration agent here shows the number of the Japanese who left for the States in 1901 to be 1,706, and in 1902 to be 895. These great numbers of departures the British Columbia officers do not take trouble of deducting from the total annual arrivals, thereby the alleged influx of our people in this province. I may also add that these great numbers of Japanese who keep going backward and forward across the international boundaries are all naturalized citizens of Canada, who stay during winter in the States for their work.'

I have the honour of assuring you once again that the Japanese government is not disposed to issue the passports any more than necessary. Any number of new permits under 200 per annum cannot be said to be very large, considering the fact that in this number not only the wives and children of the old residents, but also merchants and students, and even the consul and his family, are included.

I trust that your fair and impartial judgment will at once approve the above statement supplied by Mr. Consul Morikawa that neither the government of Japan nor their people have ever taken the advantage of the disallowance, as alleged to have been so by the British Columbia immigration officers.

TATSZGORO NOSSE,
His Imperial Japanese Majesty's Consul General.

P. C. 1264.

IMPERIAL CONSULATE GENERAL OF JAPAN FOR THE DOMINION OF CANADA.
MONTREAL, July 20, 1903.

The Right Honourable
Sir WILFRID LAURIER, &c., &c., &c.,
Ottawa, Ont.

DEAR SIR,—I have the pleasure of forwarding to you herewith enclosed a list of Japanese passengers, landed in British Columbia during the month of June, with

the descriptions and destinations of these passengers, prepared by Mr. Consul Morikawa, of Vancouver, B.C. He states 211 arrivals are unusually large numbers, as there were 83 old residents who came back from their visits in Japan to resume their business on fisheries in the province and 81 on transit to the United States and even to Mexico. He attributes this arrival of a large number of travellers to the cheap rates of fares on the part of the Canadian Pacific Railway steamers, as the Japanese lines carried only but 12. He also says that actual new arrivals for the month were but 47 including 22 wives, 8 children, 3 merchants, 4 students and 10 who passed the language test, and who were labourers.

TATSZGORO NOSSE,
H.I.J.M. Consul General.

LIST OF ARRIVALS OF JAPANESE PASSENGERS IN JUNE, 1903.

Steamers.	Empress of Japan.	Riojin.	Iyo.	Athenian.	Empress of China.	Shawmut.	Total.
Date	2nd	3rd	16th	21st	23rd	27th	
Old residents	38	3	9	12	16	5	83
Their wives	11	0	0	7	4	0	22
Their children	0	0	0	2	6	0	8
On transit	34	0	0	15	10	22	81
Merchants	0	0	0	0	3	0	3
Students	4	0	0	0	0	0	4
Passed the test	7	0	0	1	2	0	10
Total	94	3	9	37	41	27	211

68 M.

The Japanese Consul General to His Excellency the Governor General of Canada.

IMPERIAL CONSULATE GENERAL OF JAPAN, FOR THE DOMINION OF CANADA,
26th February, 1904.

Right Honourable the Earl of Minto, Governor General of Canada:

SIR, YOUR EXCELLENCY,—I have the honour of calling Your Excellency' attention to my previous despatch under date of the 20th May, 1903, in which I presented my protest under the instruction of His Imperial Japanese Majesty's Minister of State for Foreign Affairs, against the following Acts, enacted by the British Columbia legislature during their session of 1903, namely (1) An Act to Regulate Immigration into British Columbia, (2) An Act relating to the employment on works carried

on under franchises granted by Private Acts, (3) An Act relating to the Coal Mine Regulations.

In my former despatch I had the honour of asking Your Excellency's government that they would take the earliest measures to have these Acts disallowed, as their existence would lead to the constant irritation and annoyance to our most friendly relations now existing between Japan and Canada. It is almost a year since these acts had been enacted and had fully come into force in British Columbia, but I greatly regret to note that they have not yet been disallowed, although the time limit for such disallowance may very soon expire.

I have the honour of drawing Your Excellency's attention to the fact that while the said Acts of 1903 still remain in force, the British Columbia legislature on the 9th instant enacted another Act, entitled: An Act to Regulate Immigration into British Columbia.' This Act is quite identical with that of 1903 in every way, only difference in the new Act being much more rigid and severe in the execution and enforcement of the law.

The fact that this new Act being enacted solely against the Japanese people, as it has always been so is indisputable, and can be proven by several speeches made during the debate by the members of the British Columbia legislature during last session, as shown in the copy of a 'Hansard,' which is herewith anexed, as numer one.

I see no reason why the British Columbia Legislature is so very persistent in taking such a high-handed and unfriendly measures against the Japanese people, and why this Act should be tolerated to any length of time, without being disallowed. Your Excellency's government, doubtless, should be aware of the Japanese government enforcing her voluntary restrictions on her people emigrating to British Columbia, as your Prime Minister has been supplied from time to time with the list of Japanese arrivals in that province. The copies of these tables are herewith annexed as numbers two and three. According to these tables, Your Excellency will note that the passports issued by the Japanese government were in 1901, 165; 1902, 165; 1903 (four months), 97; and the total numbers of Japanese people landed during last seven months, ending in December, 1903, in British Columbia, were 1,425, but those who remained in that province were only 217, including old residents and their wives and children, a great majority being on their way to the United States. The numbers shown on the tables can further be proven by the statements made by the British Columbia provincial immigration officers before the special committee appointed to investigate the violation of the Immigration Act held last month at Victoria. The officer stated that 'during 1903 about 95 per cent of the Japanese having passports had them for the United States.' Another officer made a statement that two-thirds or 90 per cent of the Japanese who entered, left the province. These self-evidence on the part of the British Columbia government will show that only five to ten per cent of whole number of the Japanese people landed there, remained in the province, which can neither be said to be a large influx, nor to be a large addition to already fast decreasing Japanese population in British Columbia.

I do not doubt for a moment that Your Excellency's government will take the earliest measures to have both Acts of 1903 and 1904 disallowed at the same time, as you are well aware that these Acts are solely aimed at a discrimination against the Japanese people, and the enforcement, therefore, of these laws, especially that of 1904, will seriously affect the interest and dignity of our people.

I avail myself of this opportunity to renew to Your Excellency the assurances of my highest consideraation.

TATSZGORO NOSSE,
Consul General for Japan.

SESSIONAL PAPER No. 74b

On the second reading of the Act to regulate immigration into British Columbia, the Attorney General said that this Act was intended to prevent the introduction of almost a direct copy of the Natal Act. By means of it he believed the province would have in its hands the power to exclude all classes of undesirable immigration.

Mr. J. A. Macdonald asked with respect to the constitutionality of the Act. He believed that similar Acts had been held to be unconstitutional.

The Attorney General said that the Dominion authorities had no power to disallow because a Bill was unconstitutional. It might be disallowed if contrary to the policy of the Dominion authorities.

Mr. Macdonald asked the Attorney General if he had considered whether the Act was constitutional or not.

The Attorney General said he had not the least doubt about it.

The Bill was then committeed with J. R. Brown in the chair.

Mr. Paterson pointed out that this Act would debar persons from Eastern Canada from coming into this province if they could not read. He considered it was a disgrace that a native-born Canadian, who, through misfortune, was unable to read and write, should be debarred from entering.

The Attorney General held that it was impossible to find 500 men in Canada who could not read or write.

An amendment introduced by Mr. Evans, excluding residents of the Dominion of Canada from the operation of the Act, was carried.

On the sections making it a penalty for the master of a vessel bringing in prohibited immigrants, Mr. McInnes pointed out that the government was but paving the way for disallowance. It should be made broad so as to apply to persons coming in from every direction, and then it could not be said to be pointed directly at Japanese. The Japanese were the only objectionable class coming in by steamer to whom this would apply. Advantage might be taken for this to disallow the Act.

The Attorney General said that the government would put it through in this form and this alone.

Mr. McInnes said upon the heads of the government would fall the responsibility. He wanted to go on record on this matter.

Mr. J. Oliver, before the Act was passed, proposed that provision be made to allow of particular friends of the government making arrangements for their friends collecting a fee of $2 for immigrants entering.

The Bill was reported.

No. 2.

Actual number of passports issued by the Japanese government to their people, who left for Canada in the years 1901,1902 and 1903:—

	1901.		1902.		1903 (4 Months.)	
	Male.	Female.	Male.	Female.	Male.	Female.
Students	15	0	16	0	5	0
Merchants	39	1	55	6	27	1
Families	46	21	47	24	26	10
Professionals	25	4	29	3	17	13
Officers	3	1	4	1	0	0
	138	27	141	34	73	24
Totals	165		185		97	

The families include wives and children of the old resident in British Columbia.

The professionals include all kinds of men of professions, such as physicians, teachers, clergymen, agriculturists, chemists, &c., and their assistants and those who make studies of the same.

No. 3.

Numbers of arrivals of Japanese passengers in British Columbia during the seven months from June to December, 1903: Merchants, 7; travellers, 1,208; students, 12; old residents and families, 188, passed test, 10; total, 1,425.

IMPERIAL CONSULATE GENERAL OF JAPAN FOR THE DOMINION OF CANADA.

MONTREAL, March 19, 1904.

The Right Honourable
Sir WILFRID LAURIER, &c., &c., &c.,
Ottawa.

DEAR SIR,—You are already aware that I have sent to His Excellency the Governor General an official protest against the re-enactment of British Columbia Immigration Act and at the meantime asking him that his Government will take prompt steps to have the said Act be disallowed together with that of last year—1903.

My personal explanation to you at our last interview, I trust have convinced you that the Japanese Government *has been faithful to her promises* and the people in British Columbia have no real cause of agitation.

The Japanese Government is very anxious, while depending upon the friendly attitude of your Government toward Japan, to know if the earliest steps could be taken to disallow the said Acts, the very existence of which appears to be the only barrier to the friendly and cordial relations between the two nations concerned, while both of which are so very eager to promote commercial relations between themselves, and there is very strong fact of steady growth of the trade.

T. NOSSE.

942.

BRITISH COLUMBIA.—3 EDWARD VII., 1903.—4TH SESSION—9TH LEGISLATURE.

Report of the Honourable the Minister of Justice, approved by His Excellency the Governor General in Council on the 23rd March, 1904.

DEPARTMENT OF JUSTICE, OTTAWA, June 5, 1903.

To His Excellency the Governor General in Council:

The undersigned has had under consideration an Act of the legislature of the province of British Columbia, passed at the last session thereof, and assented to by the Lieutenant Governor on May 4, 1903, intituled: 'An Act relating to the employment on works carried on under franchises granted by private Acts,' the same having been received by the Secretary of State for Canada on May 15, last.

The undersigned observes that this Act corresponds with chapter 38 of the British Columbia statutes, 1902, bearing the same title which was disallowed by order of Your Excellency in Council ,approved on 5th December, 1902. A similar Act passed in the year 1901 was disallowed by order of Your Excellency in Council on 11th September, 1901.

Upon the grounds stated for the disallowance of the previous corresponding Acts, the undersigned recommends that the Act now in question be disallowed.

Respectfully submitted,

C. FITZPATRICK,
Minister of Justice.

354.

Report of the Honourable the Minister of Justice, approved by His Excellency the Governor General in Council on the 23rd and 26th March, 1904.

DEPARTMENT OF JUSTICE, OTTAWA, 1st October, 1903.

To His Excellency the Governor General in Council:

The undersigned has had under consideration the following Acts of the legislature of the province of British Columbia, passed at the last session thereof, viz.:—

Chapter 12, intituled: 'An Act to regulate immigration into British Columbia.'

Chapter 14, intituled: 'An Act relating to the employment on works carried on under franchises granted by private Acts;' and

Chapter 17, intituled: 'An Act further to amend the Coal Mines Regulation Act.'

These Acts correspond with chapters 34, 38 and 48, bearing the same titles, which were disallowed on the report of the undersigned of 14th November, 1902, approved by Your Excellency on 5th December, 1902.

Upon the grounds stated in the said report for the disallowance of the previous corresponding Acts, the undersigned recommends that the three Acts above mentioned be disallowed.

Humbly submitted,

C. FITZPATRICK,
Minister of Justice.

943.

Proclamation Disallowing Chapter 14.

AT THE GOVERNMENT HOUSE AT OTTAWA.

The 23rd day of March, 1904.

PRESENT:

His Excellency the Governor General in Council.

Whereas the Lieutenant Governor of the province of British Columbia, with the Legislative Assembly of that province, did on the 4th day of May, 1903, pass an Act, which has been transmitted, chaptered 14, and intituled: 'An Act relating to the employment on works carried on under franchises granted by private Acts.'

And whereas the said Act has been laid before the Governor General in Council, together with a report from the Minister of Justice, recommending that the same be disallowed.

The Governor General in Council has thereupon this day been pleased to declare his disallowance of the said Act, and the same is disallowed accordingly.

Whereof the Lieutenant Governor of the province of British Columbia and all other persons whom it may concern are to take notice and govern themselves accordingly.

JOHN J. McGEE,
Clerk of the Privy Council.

I, Sir Gilbert John Elliott, Earl of Minto, Governor General of Canada, do hereby certify that the Act passed by the legislature of the province of British Columbia, on the 4th day of May, 1903, chaptered 14 and intituled: 'An Act relating to the employment on works carried on under franchises granted by private Acts,' was received by me on the 15th of May, 1903.

Given under my hand and seal this 23rd day of March, 1904.

MINTO.

1678-79.

Proclamation Disallowing Chapters 12 and 17.

AT THE GOVERNMENT HOUSE AT OTTAWA.

The 26th day of March, 1904.

PRESENT: —

His Excellency the Governor General in Council.

Whereas the Lieutenant Governor of the province of British Columbia, with the Legislative Assembly of that province, did on the 4th day of May, 1903, pass two certain Acts, which have been transmitted, chaptered respectively 12, intitu'ed: 'An Act to regulate immigration into British Columbia,' and 17, intituled: 'An Act further to amend the Coal Mines Regulation Act.'

And whereas the said Acts have been laid before the Governor General in Council, together with a report from the Minister of Justice recommending that the same should be disallowed.

Therefore the Governor General in Council has this day been pleased to declare his disallowance of the said Acts, and the same are hereby disallowed accordingly.

Whereof the Lieutenant Governor of the province of British Columbia and all other persons whom it may concern are to take notice and govern themselves accordingly.

JOHN J. McGEE,
Clerk of the Privy Council.

I, Sir Gilbert John Elliott, Earl of Minto, Governor General of Canada, do hereby certify that the Act passed by the legislature of the province of British Columbia on the 4th day of May, 1903, chaptered 12, and intituled: 'An Act to regulate immigration into British Columbia,' and 17, intituled: 'An Act further to amend the Coal Mines Regulation Act,' respectively, were received by me on the 15th day of May, 1903.

Given under my hand and seal this 26th day of March, 1904.

MINTO.

1679.

EXTRACT *from a Report of the Honourable the Minister of Justice, dated 8th January, 1904, approved by His Excellency the Governor General in Council on the 23rd March, 1904.*

3 Edward VII.—Received by the Secretary of State on 25th June, 1903.

Chapter 8, intituled: 'An Act to ratify an Order in Council approved on the eighteenth day of March, 1902, rescinding certain provisions of an Order in Council approved on the fourth day of September, 1901, respecting the land grant of the Columbia and Western Railway Company.'

The undersigned reserves this Act for further consideration, inasmuch as he understands that objections are urged against it on behalf of the railway company whose title is thereby affected.

Chapter 12, intituled: 'An Act to regulate immigration into British Columbia.'

Chapter 14, intituled: 'An Act relating to the employment on works carried on under franchises granted by private Acts.'

Chapter 17, intituled: 'An Act to further amend the "Coal Mines Regulation Act."'

The undersigned has already reported recommending the disallowance of these three Acts for the reasons upon which similar Acts have heretofore been disallowed.

Chapter 30, 'An Act to incorporate the 'Adams River Railway Company."'

Chapter 32, 'An Act to incorporate the British Columbia Northern and Mackenzie Valley Railway Company.'

Chapter 33, 'An Act to incorporate the "Flathead Valley Railroad Company."'

Chapter 34, 'An Act to incorporate the Kootenay, Cariboo and Pacific Railway Company.'

Chapter 35, 'An Act to incorporate the Kootenay Development and Tramways Company.'

Chapter 37, 'An Act to incorporate the Morrissey, Fernie and Michel Railway Company.'

Chapter 38, 'An Act to amend the "Nicola, Kamloops and Similkameen Coal and Railway Company Act, 1891."'

Chapter 39, 'An Act to incorporate the Pacific Northern and Eastern Railway Company.'

Chapter 42, 'An Act to amend the "Vernon and Nelson Telephone Company Act, 1891."'

Each of these Acts contains a provision in effect that the Act shall not come into force until the company shall give security to the satisfaction of the Lieutenant Governor in Council, that in the event of Dominion legislation bringing the company under the exclusive jurisdiction of the parliament of Canada, the authority of the Lieutenant Governor in Council to fix maximum rates for freight and passenger traffic shall be secured, as matter of contract and obligation of the company. This provision corresponds with that contained in previous Acts of British Columbia, the objections to which were stated by the Minister of Justice at the time. These chapters are subject to the same comment, but may for the same reasons be left to their operation.

C. FITZPATRICK,
Minister of Justice.

P. C. 638.

IMPERIAL CONSULATE GENERAL OF JAPAN FOR THE DOMINION OF CANADA,
MONTREAL, April 4, 1904.

To Sir WILFRID LAURIER, G.C.M.G.,
Prime Minister of Canada,
&c., &c., &c.

DEAR SIR,—I have the honour of informing you that I am this day in receipt of a cable instruction from His Excellency Baron Komura, His Imperial Japanese Majesty's Minister of Foreign Affairs, to convey to your government the highest appreciation of the most friendly attitude once more shown toward the Japanese government by the Canadian government, by having disallowed these Acts enacted in 1903 by the British Columbia legislatures against the honour and dignity of the Japanese nation and also to convey to your government the earnest desire of the Japanese government that the removal of their representative to the seat of federal government may result in the closer relations between the governments of Japan and Canada and also in the steady growth of trade and commerce between the two nations.

TATSZGORO NOSSE.
Consul General of Japan.

(*Approved by Order in Council, November 16, 1904.*)

DEPARTMENT OF JUSTICE,
OTTAWA, October 29, 1904.

To His Excellency the Governor General in Council:

The undersigned has the honour to submit his report on the statutes of the several provinces, passed at the last session of the legislatures thereof (1904), as follows:—

* * * * *

British Columbia; 3 and 4 Edward VII; received by the Secretary of State on January 4, 1904.

These Acts may be left to such operation as they may have, except chapter 15, intituled 'An Act respecting the constitution, practice and procedure of the Supreme Court of British Columbia and for other purposes relating to the administration of justice.

Section 5 contains a provision that the persons to be appointed judges of the Supreme Court of British Columbia shall be barristers-at-law of not less than ten years standing, of which ten years they shall have been for five years actively engaged in practice at the Bar of British Columbia.

This provision is, in the opinion of the undersigned, *ultra vires*, and ought not to be allowed to stand. A similar enactment by the Province of Nova Scotia was considered some years ago by the Department of Justice, and the Minister recommended that it be disallowed unless repealed by the legislature. See the order in council setting forth the reasons of the Minister, approved by His Excellency the Governor General on November 19, 1896 (Provincial Legislation, 1896-8, pages 12 to 14.)

For the same reason the undersigned recommends that inquiry be made immediately of the Lieutenant Governor of British Columbia as to whether the clause in question will be repealed within the time limited for disallowance. The Lieutenant Governor's reply when received should be referred to the undersigned for further consideration.

Chapter 17, intituled 'An Act to consolidate and amend the law respecting the qualification and registration of electors, the regulation of elections of members of the Provincial Legislative Assembly, and the trial of Controverted Elections.'

Chapter 26, intituled 'An Act to regulate Immigration into British Columbia,' and

Chapter 39, intituled 'An Act to Amend the "Coal Mines Regulation Act" are reserved for further report.'

Chapter 54, intituled 'An Act to secure certain Pioneer Settlers within the Esquimalt and Nanaimo Railway Land Belt their surface and under-surface rights,' has been already considered and left to its operation by Order in Council of June 21 last.

Chapter 62, intituled 'An Act to amend "The Vancouver Incorporation Act, 1900."'

There has been referred to the undersigned copy of the petition of the city of Vancouver praying that this Act be disallowed on the grounds therein stated.

The petitioners are opposed to having a board of police commissioners for the city, and they allege that the Bill was unduly hastened through the legislature; also that the facts of the case were misrepresented and that there was breach of faith.

These reasons, however, do not affect the validity or character of the legislation so far as the capacity of the legislature goes, and the undersigned considers that the grievance of the city, if any exists, should be adjudged by the legislature, which has authority to remedy it, and that it would not be within the province of Your Excellency's government to take any action based upon any view which it may hold as to the facts and reasons urged for disallowance.

The undersigned does not, therefore, recommend any interference with this Act, but he recommends that the city of Vancouver be informed of the grounds of this report and the conclusion of Your Excellency's Government upon the petition.

* * * * *

The undersigned recommends that a copy of this report, if approved, so far as it relates to each province, shall be communicated to the Lieutenant Governor of the province.

Humbly submitted,

C. FITZPATRICK,

Minister of Justice.

2140.

(Approved by Order in Council 29 December, 1904.)

November 16, 1904.

To His Excellency the Governor General in Council:

The undersigned has the honour to report that chapter 17 of the Acts of British Columbia passed at the last session of the legislature (1904) intituled:

'An Act to consolidate and amend the law respecting the qualification and registration of electors, the regulation of the election of members of the Provincial Legislative Assembly, and the trial of Controverted Elections'

provides among other things that every male of the full age of twenty-one, not being disqualified by this Act, or by any other law in force in the province, being entitled within the province to the privileges of a natural-born British subject, and being able to read the Act or any portion thereof to the satisfaction of the registrar if required so to do, having resided in the province for six months, and in the electoral district in which he claims to vote for one month, and being duly registered, shall be entitled to vote.

The general intention is apparently to extend the right to vote to male British subjects of the age of twenty-one years resident in the province. It is provided, however, that no Chinaman, Japanese or Indian shall have his name placed on the register of voters for any electoral district, or be entitled to vote at any election; and by the interpretation clause the words 'Chinaman' and 'Japanese' are defined to include any person of these races respectively whether naturalized or not.

The Naturalization Act, R.S.C., chapter 113, section 15, provides that an alien to whom a certificate of naturalization is granted shall within Canada be entitled to all political and other rights, powers and privileges, and be subject to all obligations to which a natural-born British subject is entitled or subject within Canada.

The undersigned does not doubt that a legislature may define the local franchise, but he considers that Your Excellency's Government ought not to approve of the policy of a legislature withholding from naturalized British subjects merely because of their race or naturalization rights or privileges conferred generally upon natural-born British subjects of the same class. Parliament having exclusive authority with regard to naturalization and aliens has, the undersigned apprehends, the right to declare what the effect of naturalization shall be, and local legislation which is intended to interfere or has the effect of interfering with the apparent policy of parliament in the exercise of its powers with regard to any subject may, in the opinion of the undersigned, even if it can be held to be *intra vires* of the legislature, properly be disallowed by Your Excellency. It appears to the undersigned to be quite undesirable in the public interest that

naturalized British subjects should be made subject to a disability or exceptional treatment having regard to the rights conferred upon British subjects generally, and he understands that that view is expressed or implied in the section of the Naturalization Act above referred to. The undersigned would for that reason recommend disallowance were it not for the fact that the provisions in question are merely re-enactments of similar provisions which have been standing in the British Columbia Election Acts for a number of years. The disallowance of the present statute would not, therefore, affect the law of British Columbia in this particular.

The undersigned hopes, however, that this matter will be further considered by the provincial legislature, and such amendments made as may be necessary to remove the objections herein stated.

Chapter 39, 'An Act to amend the Coal Mines Regulation Act,' contains only one provision. It in amendment of section 2 of the Coal Mines Regulation Act, R.S.B.C. (1897), chapter 138, whereby it is enacted that "the words Chinamen and Chinese" shall include any person or persons of the Chinese blood or race whether born within the limits of the Chinese Empire or its dependencies or not, and shall not be affected by naturalization.'

This is an interpretation clause and of course has no effect except as defining these terms mentioned therein where they appear elsewhere in the Act.

Referring to the amended Act it is provided by section 4 that 'no boy under the age of twelve years, and no woman or girl of any age, and no Chinaman shall be employed in or allowed to be for the purpose of employment in any mine in which this Act applies below ground.'

By section 12 it is provided that any person who contravenes or fails to comply with any provision of the Act with respect to the employment of Chinamen shall be guilty of an offence against the Act, and by section 82, rule 34, no Chinaman shall occupy any position of trust or responsibility in or about a mine whereby through his ignorance, carelessness or negligence he might endanger the life or limb of any person therein employed. These so far as the undersigned has discovered are the only provisions of the amended Act expressly relating to Chinamen. Section 4, above quoted, was held *ultra vires* by the Judicial Committee of the Privy Council in the case of the Union Colliery of British Columbia vs. Bryden, 1899, appeal case, p. 580, as legislation affecting naturalization and aliens. Upon the same principle the undersigned assumes that the other provisions of the amended Act to which he has called attention are *ultra vires* and the question arises as to what can be the intention of the legislature in extending the meaning of the word 'Chinaman' in this Act where it has been held by the highest judicial authority incompetent to the legislature to exact the provisions in which the word occurs.

The amending Act is also objectionable as apparently attempting to deprive naturalized Chinamen on account of their naturalization, of rights which they now have.

For these reasons it appears to the undersigned that this Act should be disallowed. Before recommending such action to be taken, however, he considers that a copy of this report, if approved, should be transmitted to the Lieutenant Governor of British Columbia for any explanation or remarks which he may desire to offer, and that he be particularly requested to inform Your Excellency's government as soon as possible as to what object within the legislative capacity of the assembly is intended to be accomplished by this Act. Upon receiving a reply from the Lieutenant Governor it should be referred to the undersigned for further consideration.

Humbly submitted,

C. FITZPATRICK,

Minister of Justice.

2138.

(Approved by Order in Council, 20th January, 1905.)

16th November, 1904.

To His Excellency the Governor General in Council:

The undersigned has had under consideration chapter 26 of the Acts of British Columbia, passed at the last session of the legislature (1904) intituled 'An Act to regulate immigration into British Columbia.'

This Act bears the same title and is essentially of the same effect as other Acts of the province which have during recent years been disallowed by Your Excellency. It prohibits the immigration into British Columbia (subject to certain exceptions) of any person who when asked to do so by an officer fails to write out at dictation in the character of some language of Europe and sign in the presence of the officer a passage of fifty words in length in European language directed by the officer. Among other immigrants excepted from this prohibition are those excepted by certificate in writing of the Minister charged with the administration of the Act or of any officer appointed to enforce its provisions. Power is conferred to prevent prohibited immigrants from entering the province and to deport those who have entered, and masters of vessels arriving at ports in the province with passengers are required to submit their passenger lists and answer questions and assist the provincial officers in the performance of their duties under the Act. Regulations may be made by the Lieutenant Governor in Council to empower officers to determine whether any person is a prohibited immigrant and to prescribe a tariff of fees to be paid by persons to cover any expenses which may be incurred in determining whether such persons are or are not prohibited immigrants.

This Act, therefore, contains all the provisions which have been condemned in the British Columbia Immigration Acts recently disallowed. The grounds of objection to these Acts have been stated and reiterated on behalf of Your Excellency's government. See particularly the reports of the Minister of Justice of 5th January and 4th September, 1901, upon which the Act to Regulate Immigration into British Columbia of 1900 was disallowed.

The undersigned does not consider, in view of the past correspondence and action of Your Excellency's government having regard to such legislation, that any object is to be attained by further communication with the local authorities, and he recommends following the decision which was previously reached, and the course adopted on previous occasions, that this Act be disallowed. He recommends further that a copy of this report, if approved, be transmitted to the Lieutenant Governor of British Columbia for the information of his government.

Humbly submitted,

C. FITZPATRICK.
Minister of Justice.

2139.

AT THE GOVERNMENT HOUSE AT OTTAWA.

The 20th day of January, 1905.

PRESENT:

His Excellency the Governor General in Council.

Whereas the Lieutenant Governor of the province of British Columbia with the Legislative Assembly of that province did on the 10th day of February, 1904, pass an

Act which has been transmitted, chapter 26, and intituled 'An Act to regulate immigration into British Columbia.'

And whereas the said Act has been laid before the Governor General in Council together with a report from the Minister of Justice, recommending that the same should be disallowed.

Therefore the Governor General in Council has thereupon this day been pleased to declare his disallowance of the said Act, and the same is hereby disallowed accordingly.

Whereof the Lieutenant Governor of the province of British Columbia and all other persons whom it may concern are to take and notice and govern themselves accordingly.

JOHN J. McGEE,
Clerk of the Privy Council.

I, Sir Albert Henry George, Earl Grey, Governor General of Canada, do hereby certify that the Act passed by the Legislature of the Province of British Columbia, on the 10th day of February, 1904, chaptered 26, and intituled 'An Act to regulate immigration into British Columbia,' was received by the Governor General of Canada on the 24th day of March, 1904.

Given under my hand and seal at Ottawa this 20th day of January, 1905.

GREY.

425½M

The Honourable
The Secretary of State,
Ottawa, Canada.

27th January, 1905.

AT GOVERNMENT HOUSE, VICTORIA, B.C.

SIR,—I have the honour to forward herewith a copy of a report of the Attorney General (drawn after due consideration of the views expressed in the report of the Honourable the Minister of Justice) approved on the 26th inst., relating to the 'Provincial Elections Act' and the 'Coal Mines Regulation Act Amendment Act, 1904.'

HENRI G. JOLY DE LOTBINIERE,
Lieutenant-Governor.

Copy of a Report of a Committee of the Honourable the Executive Council, approved by His Honour the Lieutenant Governor on the 26th day of January, 1905.

The Committee of Council have had under consideration a report herewith, dated January 19, 1905, from the Attorney General, upon the report of the Minister of Justice of November 16, 1904, with respect to certain provisions of chapters 17 and 39 of the Acts of British Columbia, 1903-1904, intituled the 'Provincial Elections Act' and the 'Coal Mines Regulation Act Amendment Act, 1904.'

The committee concur in the report of the Attorney General and submit the same for approval.

CHARLES WILSON,
Clerk, Executive Council.

To His Honour the Lieutenant Governor in Council:

The undersigned has the honour to refer to Your Honour's letter of the 17th January, 1905, to the Provincial Secretary, inclosing report of the Minister of Justice

to His Excellency the Governor General upon chapters 17 and 39 of the Statutes of British Columbia for the years 1903-1904, being the 'Provincial Elections Act' and the 'Coal Mines Regulation Act Amendment Act, 1904.'

With regard to chapter 17, the provisions objected to are those contained in section 6, which provides that no Chinaman, Japanese or Indian shall have his name placed upon the register of voters. That section interpreted, as the Minister points out, includes not only alien Chinese, but also persons of the Chinese race who, acting in conformity with the Dominion Naturalization Act, become British subjects. The position that Your Honour's Ministers and Legislature have assumed upon this subject is one of grave objection to any one of the class of persons mentioned in the section, being placed upon the voters' list.

The undersigned observes that the Minister expresses the hope 'that this matter will be further considered by the Provincial Legislature, and such amendments made as may be necessary to remove the objections herein stated.'

With respect to this, in view of the opinion that the undersigned has already expressed, and with the knowledge that Your Honour's Ministers have of the feeling throughout the province, and also the views of the majority of the members of the legislature, perhaps the whole of them, Your Honours, Minister cannot recommend, nor take the responsibility of adopting the suggestion of the Minister of Justice that the matter should be further considered by the legislature. The only way in which Your Honour's Ministers would feel justified in testing the views of the legislature would be by bringing down the report of the Minister of Justice and asking for an expression of opinion, but the undersigned is quite certain as to what the result would be, and hence it seems hardly proper to subject the views of the Minister of Justice to such a severe test. The general consensus of opinion throughout the province is very strongly in support of the view that these persons shou'd not be permitted to be on the voters' list. As the Minister of Justice points out, disallowance would not change the law upon the subject, and that the province has the undoubted right to prohibit any person or set of persons from being placed upon the voters' list has been determined by the Privy Council in the case of Cunningham *vs.* Tomey Homma, reported in Appeal Cases, 1903, page 151.

Chapter 39 is an Act to amend the Coal Mines Regulation Act, and is intended for the purpose of interpreting the words 'Chinaman' and 'Chinese' when used in connection with the Act. The words 'Chinaman' and 'Chinese,' in the province of British Columbia have been used very largely to express the idea of race rather than nationality, and it was for the purpose of obviating any doubt upon this subject that this short Act was passed.

The question whether section 82, rule 34 is within the powers of the Provincial Legislature is one of the matters which are now pending before the Judicial Committee of the Privy Council; therefore, the undersigned hopes that the Act will not be disallowed, but that all questions as to its constitutionality may be left to be determined by the judicial tribunal at present seized of the whole question.

The Minister of Justice will, in due course, be served with a copy of the proceedings, and will have an opportunity, if desired, of appearing before the Privy Council, or of instructing counsel in the matter.

Dated the 19th day of January, A.D. 1905.

CHARLES WILSON,
Attorney General.

747

(Approved by Order in Council, 28 April, 1905.)

OTTAWA, April 19, 1905.

To His Excellency the Governor General in Council:

The undersigned has had under consideration the following statutes of the Legislative Assembly of British Columbia, assented to on 8th instant, and received by the Secretary of State for Canada on 19th instant, viz.:—

No. 67, 'An Act to regulate immigration into British Columbia';

No. 81, 'An Act relating to the employment on works carried on under franchises granted by Private Acts';

No. 85, 'An Act further to amend the "Coal Mines Regulation Act."'

Former enactments of these statutes by the Legislative Assembly of British Columbia have upon previous occasions been fully commented upon and disallowed, and the views of Your Excellency's government with regard to them are well known.

The undersigned does not consider it expedient that the present enactments should remain in force, and the fact that the assembly continues to re-enact these statutes after full discussion, and after they have been several times disallowed, shows that it would be a mere waste of time to communicate with the provincial government with a view to a repeal or modification of these Acts at the hands of the assembly.

The undersigned recommends accordingly that each of the statutes above mentioned be disallowed, and that the Lieutenant Governor of British Columbia be informed of the action taken by Your Excellency's government.

Humbly submitted,

C. FITZPATRICK,
Minister of Justice.

748

AT THE GOVERNMENT HOUSE AT OTTAWA.

The 28th day of April, 1905.

PRESENT :

The Governor General in Council.

Whereas the Lieutenant Governor of the province of British Columbia with the Legislative Assembly of that province, did on the 8th day of April, 1905, pass an Act to regulate immigration into British Columbia.

And whereas the said Act has been laid before the Governor General in Council, together with a report from the Minister of Justice, recommending that the said Act should be disallowed.

Therefore the Governor General in Council has this day been pleased to declare his disallowance of the said Act and the same is hereby disallowed accordingly.

Whereof the Lieutenant Governor of the province of British Columbia and all other persons whom it may concern are to take notice and govern themselves accordingly.

JOHN J. McGEE,
Clerk of the Privy Council.

SESSIONAL PAPER No. 74b

I, Sir Henry Albert George, Earl Grey, Governor General of Canada, do hereby certify that the Act passed by the Legislature of the province of British Columbia on the eighth day of April, nineteen hundred and five, chaptered 67, and intituled 'An Act to regulate Immigration into British Columbia,' was received by me on the nineteenth day of April, nineteen hundred and five.

Given under my hand and seal this twenty-eighth day of April, nineteen hundred and five.

GREY.

759

AT THE GOVERNMENT HOUSE AT OTTAWA.

The 28th day of April, 1905.

PRESENT :

The Governor General in Council.

Whereas the Lieutenant Governor of the province of British Columbia with the Legislative Assembly of that province, did on the 8th day of April, 1905, pass an Act which has been transmitted, chaptered 81, and intituled 'An Act relating to the employment on works carried on under franchises granted by private Acts.'

And whereas the said Act has been laid before the Governor General in Council, together with a report from the Minister of Justice, recommending that the said Act should be disallowed.

Therefore the Governor General in Council has this day been pleased to declare his disallowance of the said Act and the same is hereby disallowed accordingly.

Whereof the Lieutenant Governor of the province of British Columbia and all other persons whom it may concern are to take notice and govern themselves accordingly.

JOHN J. McGEE,
Clerk of the Privy Council.

I, Sir Henry Albert George, Earl Grey, Governor General of Canada, do hereby certify that the Act passed by the Legislature of the province of British Columbia on the eighth day of April, nineteen hundred and five, chaptered 81, and intituled 'An Act relating to the employment on works carried on under franchises granted by private Acts,' was received by me on the nineteenth day of April, nineteen hundred and five.

Given under my hand and seal this twenty-eighth day of April, nineteen hundred and five.

GREY.

762

AT THE GOVERNMENT HOUSE AT OTTAWA,

28th day of April, 1905.

Present: The Governor General in Council.

Whereas the Lieutenant Governor of the Province of British Columbia, with the Legislative Assembly of that province, did on the 8th day of April, 1905, pass an Act which has been transmitted, chapter 85, and intituled 'An Act further to amend the Coal Mines Regulation Act.'

And whereas the said Act has been laid before the Governor General in Council, together with a report from the Minister of Justice recommending that the said Act should be disallowed.

Therefore the Governor General in Council has this day been pleased to declare his disallowance of the said Act, and the same is hereby disallowed accordingly.

Whereof the Lieutenant Governor of the province of British Columbia and all other persons whom it may concern, are to take notice and govern themselves accordingly.

JOHN J. McGEE.
Clerk of the Privy Council.

I, Sir Henry Albert George, Earl Grey, Governor General of Canada, do hereby certify that the Act passed by the Legislature of the Province of British Columbia on the eighth day of April, nineteen hundred and five, chaptered 85, and intituled 'An Act further to amend the "Coal Mines Regulation Act," was received by me on the nineteenth day of April, nineteen hundred and five.

Given under my hand and seal this twenty-eighth day of April, nineteen hundred and five.

GREY.

IMPERIAL CONSULATE GENERAL OF JAPAN FOR THE DOMINION OF CANADA.

OTTAWA, May 8, 1905.

To the Right Honourable
Sir WILFRID LAURIER, G.C.M.G., P.C.,
Premier of Canada, &c., &c., &c.

DEAR SIR,—I have the honour of informing you that I am in receipt of a cable instruction from His Excellency, Baron Komura, the Minister of State for Foreign Affairs, that I shall in behalf of the Imperial Japanese Government tender you their sincere appreciation of the prompt measures taken by the Canadian government in connection with disallowance of certain Acts lately passed by the British Columbian government against the honour and interest of our people.

The Japanese government accepts this news with very great pleasure and satisfaction, especially at the present juncture when they are in need of any friendly feeling on the part of one of their great neighbours across the Pacific.

While trusting in the Canadian government's justice and good faith the Japanese government *will always adhere to their policy of voluntary restrictions on their people emigrating to British Columbia.*

TATSZGORO NOSSE.
His Imperial Japanese Majesty's Consul General,
for the Dominion of Canada.

IMPERIAL CONSULATE GENERAL OF JAPAN.
385 LAURIER AVE. EAST.,
OTTAWA, Sept. 18, 1905.

Hon. SYDNEY FISHER,
&c., &c., &c.

DEAR SIR,—I am leaving this note with you, as I will be absent for a few days from the city. I learnt this afternoon from Hon. Mr. Scott, the Secretary of State, that your government was going to exact from Japan a few special concessions on becoming a party to the Anglo-Japanese Treaty. Your government, I understand, proposes to restrict the immigration, coastwise navigation and some other items. It is rather surprising to me that your government, in spite of your statement, is going to ask for such restrictions. The Japanese government will, I am afraid, never

agree to such terms and decline to entertain the questions of allowing Canada into the party, if she will ask Japan to give her special concessions. Japan gives England the right of coastwise navigation;; for instance the C.P.R. steamers at present call at all the open ports in Japan, but Japan will never ask the same privilege and the immigration will always be restricted *voluntarily* by Japan and I do hope very much that Canada will depend upon our good faith and will not try to put any restrictions by right of treaty. The Queensland treaty is quoted but this treaty does not now exist, since her amalgamation into the Commonwealth, and there is not any treaty at present between the Colony and Japan.

I hope you will do your best not to make any special proposal to the English government, else your endeavours will come to nothing.

NOSSE.

1815

(Approved by Order in Council, September 30, 1905.)

September 18, 1905.

To His Excellency the Governor General in Council:

The undersigned referring to his report of April 19 last, approved by the Governor in Council on April 28 last, has the honour to state that the statutes of the Legislative Assembly of British Columbia thereby recommended to be disallowed were, as stated in the report, as follows:—

No. 67, An Act to regulate Immigration into British Columbia.

No. 81. An Act relating to the employment on works carried on under franchises granted by Private Acts.

No. 85, An Act further to amend the 'Coal Mines Regulation Act.'

The Order in Council based upon this report, however, refers to these statutes as chapter 67, chapter 81 and chapter 85. These statutes as chaptered, however, in the last volume of the annual statutes of British Columbia recently issued are not chaptered as stated in the Order in Council, their chapter numbers being instead chapter 28, chapter 30 and chapter 36 respectively. Lest any question should arise on account of this error as to the effect of the Order in Council and subsequent proceedings thereon, the undersigned recommends that the following statutes of the Legislative Assembly of British Columbia, assented to on April 8, 1905, and received by the Secretary of State for Canada on April 19, viz.:—

No. 67, An Act to regulate Immigration into British Columbia, being chapter 28 of the statutes of British Columbia, enacted at the last session of the Legislative Assembly thereof.

No. 81, An Act relating to the employment on works carried on under franchises granted by private Acts, being chapter 30 of the Statutes of British Columbia, enacted at the last session of the Legislative Assembly thereof.

No. 85, An Act further to amend the Coal Mines Regulation Act, being chapter 36 of the Statutes of British Columbia, enacted at the last session of the Legislative Assembly thereof, be disallowed, and that such disallowance be signified in the usual way.

Respectfully submitted,

C. FITZPATRICK,

Minister of Justice.

1816

AT THE GOVERNMENT HOUSE AT OTTAWA

The 16th day of October, 1905.

PRESENT:

The Governor General in Council.

Whereas the Lieutenant Governor of the province of British Columbia with the Legislative Assembly of that province did on the 8th day of April, 1905, pass an Act which has been transmitted, No. 67, 'An Act to regulate Immigration into British Columbia, being chapter 28 of the Statutes of British Columbia enacted at the last session of the Legislative Assembly thereof.

And whereas the said Act has been laid before the Governor General in Council, together with a report from the Minister of Justice recommending that the said Act be disallowed.

Therefore the Governor General in Council is pleased to declare his disallowance of the said Act and the same is hereby disallowed accordingly.

Whereof the Lieutenant Governor of the province of British Columbia and all other persons whom it may concern are to take notice and govern themselves accordingly.

RODOLPHE BOUDREAU,
Clerk of the Privy Council.

I, Sir Albert Henry George, Earl Grey, Governor General of Canada, do hereby certify that the Act passed by the Legislature of the province of British Columbia, on the 8th day of April, 1905, No. 67, 'An Act to regulate Immigration into British Columbia,' being chapter 28 of the Statutes of British Columbia, enacted at the last session of the Legislative Assembly thereof, was received by me on the 19th day of April, 1905.

Given under my hand and seal this 16th day of October, 1905.

GREY.

1837

AT THE GOVERNMENT HOUSE AT OTTAWA.

The 16th day of October, 1905.

PRESENT:

The Governor General in Council.

Whereas the Lieutenant Governor of the province of British Columbia with the Legislative Assembly of that province did on the 8th day of April, 1905, pass an Act which has been transmitted, No. 81, 'An Act relating to the employment on works carried on under franchises granted by private Acts, being chapter 30 of the Statutes of British Columbia enacted at the last session of the Legislative Assembly thereof.

And whereas the said Act has been laid before the Governor General in Council, together with a report from the Minister of Justice recommending that the said Act be disallowed.

Therefore the Governor General in Council is pleased to declare his disallowance on the said Act and the same is hereby disallowed accordingly.

Whereof the Lieutenant Governor of the province of British Columbia and all other persons whom it may concern are to take notice and govern themselves accordingly.

RODOLPHE BOUDREAU,
Clerk of the Privy Council.

I, Sir Albert Henry George, Earl Grey, Governor General of Canada, do hereby certify that the Act passed by the Legislature of the province of British Columbia, on the 8th day of April, 1905, No. 81, 'An Act relating to the employment on works carried on under franchises granted by private Acts," being chapter 30 of the Statutes of British Columbia, enacted at the last session of the Legislative Assembly thereof, was received by me on the 19th day of April, 1905.

Given under my hand and seal this 16th day of October, 1905.

GREY.

1838

AT THE GOVERNMENT HOUSE AT OTTAWA.

The 16th day of October, 1905.

PRESENT:

The Governor General in Council.

Whereas the Lieutenant Governor of the province of British Columbia with the Legislative Assembly of that province did on the 8th day of April, 1905, pass an Act which has been transmitted No. 85, 'An Act further to amend the Coal Mines Regulation Act,' being chapter 36 of the Statutes of British Columbia, enacted at the last session of the Legislative Assembly thereof.

And whereas the said Act has been laid before the Governor General in Council, together with a report from the Minister of Justice recommending that the said Act be disallowed.

Therefore the Governor General in Council is pleased to declare his disallowance of the said Act and the same is hereby disallowed accordingly.

Whereof the Lieutenant Governor of the province of British Columbia, and all other persons whom it may concern are to take notice and govern themselves accordingly.

RODOLPHE BOUDREAU,
Clerk of the Privy Council.

I, Sir Albert George, Earl Grey, Governor General of Canada, do hereby certify that the Act passed by the Legislature of the province of British Columbia, on the 8th day of April, 1905, No. 85, 'An Act further to amend the Coal Mines Regulation Act,' being chapter 36 of the Statutes of British Columbia, enacted at the last session of the Legislative Assembly thereof, was received by me on the 19th day of April, 1905.

Given under my hand and seal this 16th day of October, 1905.

GREY.

2036

(Approved by Order in Council 13th November, 1905.)

November 1, 1905.

To His Excellency the Governor General in Council:

The undersigned has had under consideration the statutes of the province of British Columbia, passed in the fifth year of His Majesty's reign, 1905, received by the Secretary of State for Canada on the 21st day of April last, and he is of opinion that these may be left to such operation as they may have, except the following, which have been or will be specially considered.—

Chapter 10, intituled: 'An Act for licensing commercial travellers.'

Chapter 11, intituled: 'An Act to amend the "Companies Act, 1897."'

Chapter 18, intituled: 'An Act further to amend the Supreme Court Act.'

Chapter 25, intituled: 'An Act further to amend the Game Protection Act, 1898.'

Chapter 28, intituled: 'An Act to regulate immigration into British Columbia.'

Chapter 30, intituled: 'An Act relating to the employment on works carried on under franchises granted by private Acts.'

Chapter 36, intituled: 'An Act further to amend the Coal Mines Regulation Act.'

Chapter 45, intituled: 'An Act respecting the Songhees Indian Reservation, Vancouver Island.'

Chapter 61, intituled: 'An Act to incorporate the British Columbia Securities Company,' and

Chapter 64, intituled: 'An Act to incorporate the General Trusts Corporation.'

The undersigned has received a communication objecting to

Chapter 7, intituled: 'An Act respecting Provincial Land Surveyors,'

upon the ground that it is unjust and perhaps *ultra vires*.

The undersigned, considering the objections so raised, is of the opinion, however, that they do not afford any ground for interference with the statute.

The undersigned further recommends that a copy of this report, if approved, be transmitted to the Lieutenant Governor of British Columbia for the information of his government.

Humbly submitted,
C. FITZPATRICK,
Minister of Justice.

TREATY OF COMMERCE AND NAVIGATION BETWEEN GREAT BRITAIN AND JAPAN.

1. 715 J. Colonial Secretary, December 31, 1894, covering copy of treaty signed at London, July 16, 1894. Also protocol signed July 16, 1894, exchange of notes, &c.
   1360 J. Colonial Secretary, February 17, 1896, covering supplementary convention, signed at Tokio, July 16, 1895.
2. Colonial Secretary, July 15, 1896. For answer *re* Japanese treaty.
   Report of Minister of Trade and Commerce upon treaty notice with Japan.
3. Order in Council, October 13, 1896. Not expedient that government of Canada should become party to treaty.
4. Colonial Secretary, November 17, 1896. Asks for report of Minister of Trade and Commerce of July 29, 1896.
   Order in Council, December 22, 1896, transmitting copy asked for.
5. Order in Council, January 23, 1897, *re* most-favoured-nation clause.

6. Order in Council, November 5, 1897, *re* admission of articles growth, produce and manufacture of Japan.

1705 K. Colonial Secretary, December 2, 1899. Status of Indian and colonial subjects residing in Japan, and *re* claims British colonies to benefits of tariff.

Colonial Secretary, February 28, 1902, transmitting copy of parliamentary paper, agreement between Great Britain and Japan.

Order in Council, June 7, 1905, to ascertain if Japanese government would be prepared to admit Canada to a participation in said treaty.

Col. Sec., 14 July, 1905, *re* adhesion of Canada.

Governor General to Colonial Secretary, September 5, 1905, *re* entry Canada into Anglo-Japanese treaty.

Colonial Secretary, September 6, 1905, asks for reply to despatch, July 14, 1905.

Order in Council, September 26, 1905, government of Canada is prepared to adhere to treaty.

Colonial Secretary, November 16, 1905, His Majesty's Ambassador at Tokio has been instructed to send draft treaty to Governor General for consideration of Canadian government.

His Majesty's Minister at Tokio to Governor General, November 19, 1905, inclosing draft proposed convention.

Governor General to Colonial Secretary, November 24, 1905, Dominion Government agrees to treaty 1894 and convention 1895.

Colonial Secretary, to Governor General, November 30, 1905 *re* special convention with Japan.

Governor General to Colonial Secretary, December 13, 1905, Sir Wilfrid Laurier has seen draft and hopes final formalities will be concluded soon as possible.

Colonial Secretary to Governor General, January 1, 1906, Secretary of State for Foreign Affairs has been requested telegraph to Tokio to sign convention at once, &c.

Colonial Secretary to Governor General, February 6, 1906, Convention with Japan signed January 31.

Colonial Secretary to Governor General, March 31, 1906, Transmits copies of correspondence *re* convention.

715J

TREATY OF COMMERCE AND NAVIGATION BETWEEN GREAT BRITAIN AND JAPAN.

DOWNING STREET, December 31, 1894.

To the Officer Administering the Government of Canada.

SIR,—I have the honour to transmit to you, for publication in the colony under your government, a copy of a treaty of commerce and navigation between Great Britain and Japan, signed at London on July 16, 1894, the ratifications of which were exchanged at Tokio on the 25th of August last.

I have to call your attention to Article XIX. of the treaty, from which you will observe that, if it is desired that the colony under your government should come within the operation of the treaty, notice to that effect must be given to the Japanese government within two years from August 25, 1894, the date of the exchange of ratifications of treaty.

I have therefore to request that you will be good enough to acquaint me of the wishes of your government in the matter.

RIPON.

TREATY OF COMMERCE AND NAVIGATION BETWEEN GREAT BRITAIN AND JAPAN.

Signed at London, July 16, 1894.

[*Ratification exchanged at Tokio, August 25, 1894.*]

Her Majesty the Queen of the United Kingdom of Great Britain and Ireland, Empress of India, and His Majesty the Emperor of Japan, being equally desirous of maintaining the relations of good understanding which happily exist between them, by extending and increasing the intercourse between their respective states, and being convinced that this object cannot better be accomplished than by revising the treaties hitherto existing between the two countries, have resolved to complete such a revision, based upon principles of equity and mutual benefit, and, for that purpose, have named as their plenipotentiaries, that is to say:

Her Majesty the Queen of the United Kingdom of Great Britain and Ireland, Empress of India, the Right Honourable John, Earl of Kimberely, Knight of the Most Noble Order of the Garter, &c., &c., Her Britannic Majesty's Secretary of State for Foreign Affairs:

And His Majesty the Empeor of Japan, Viscount Aoki Siuzo, Junii, first class of the Imperial Order of the Sacred Treasure, His Majesty's Envoy Extraordinary and Minister Plenipotentiary at the Court of St. James';

Who, after having communicated to each other their full powers, found to be in good and due form, have agreed upon and concluded the following articles:—

ARTICLE I.

The subjects of each of the two high contracting parties shall have full liberty to enter, travel, or reside in any part of the dominions and possessions of the other contracting party, and shall enjoy full and perfect protection for their persons and property.

They shall have free and easy access to the courts of justice in pursuit and defence of their rights; they shall be at liberty equally with native subjects to choose and employ lawyers, advocates, and representatives to pursue and defend their rights before such courts, and in all other matters connected with the administration of justice they shall enjoy all the rights and privileges enjoyed by native subjects.

In whatever relates to rights of residence and travel; to the possession of goods and effects of any kind; to the succession to personal estate, by will or otherwise, and the disposal of property of any sort in any manner whatsoever which they may lawfully acquire, the subjects of each contracting party shall enjoy in the dominions and possessions of the other the same privileges, liberties, and rights, and shall be subject to no higher imposts or charges in these respects than native subjects, or subjects or citizens of the most favoured nation. The subjects of each of the contracting parties shall enjoy in the dominions and possessions of the other entire liberty of conscience, and, subject to the laws, ordinances, and regulations, shall enjoy the right of private or public exercise of their worship, and also the right of burying their respective countrymen according to their religious customs, in such suitable and convenient places as may be established and maintained for that purpose.

They shall not be compelled, under any pretext whatsoever, to pay any charges or taxes other or higher than those that are, or may be, paid by native subjects, or subjects or citizens of the most favoured nation.

ARTICLE II.

The subjects of either of the contracting parties residing in the dominions and possessions of the other shall be exempted from all compulsory military service whatsoever, whether in the army, navy, national guard, or militia; from all contributions

imposed in lieu of personal service; and from all forced loans or military exactions or contributions.

ARTICLE III.

There shall be reciprocal freedom of commerce and navigation between the dominions and possessions of the two high contracting parties.

The subjects of each of the high contracting parties may trade in any part of the dominions and possessions of the other by wholesale or retail in all kinds of produce, manufactures, and merchandise of lawful commerce, either in person or by agents, singly, or in partnerships with foreigners or native subjects; and they may there own or hire and occupy the houses, manufactories, warehouses, shops, and premises which may be necessary for them, and lease land for residential and commercial purposes, conforming themselves to the laws, police and customs regulations of the country like native subjects.

They shall have liberty freely to come with their ships and cargoes to all places, ports, and rivers in the dominions and possessions of the other which are or may be opened to foreign commerce, and shall enjoy, respectively, the same treatment in matters of commerce and navigation as native subjects, or subjects or citizens of the most favoured nation, without having to pay taxes, imposts, or duties, of whatever nature or under whatever denominations, levied in the name or for the profit of the government, public functionaries, private individuals, corporations, or establishments of any kind, other or greater than those paid by native subjects, or subjects or citizens of the most favoured nation, subject always to the laws, ordinances, and regulations of each country.

ARTICLE IV.

The dwellings, manufactories, warehouses, and shops of the subjects of each of the high contracting parties in the dominions and possessions of the other, and all premises appertaining thereto destined for purposes of residence of commerce, shall be respected.

It shall not be allowable to proceed to make a search of, or a domiciliary visit to such dwellings and premises, or to examine or inspect books, papers, or accounts, except under the conditions and with the forms prescribed by the laws, ordinances, and regulations for subjects of the country.

ARTICLE V.

No other or higher duties shall be imposed on the importation into the dominions and possessions of Her Britannic Majesty of any article, the produce or manufacture of the dominions and possessions of His Majesty the Emperor of Japan, from whatever place arriving; and no other or higher duties shall be imposed on the importation into the dominions and possessions of His Majesty the Empeior of Japan of any article, the produce or manufacture of the dominions and possessions of Her Britannic Majesty, from whatever place arriving, than on the like article produced or manufactured in any other foreign country; nor shall any prohibition be maintained or imposed on the importation of any article, the produce or manufacture of the dominions and possessions of either of the high contracting parties, into the dominions and possessions of the other, from whatever place arriving, which shall not equally extend to the importation of the like article, being the produce or manufacture of any other country. This last provision is not applicable to the sanitary and other prohibitions occasioned by the necessity of protecting the safety of persons, or of cattle, or of plants useful to agriculture.

ARTICLE VI.

No other or higher duties or charges shall be imposed in the dominions and possessions of either of the high contracting parties on the exportation of any article to the dominions and possessions of the other than such as are, or may be, payable on the exportation of the like articles to any other foreign country, nor shall any prohibition be imposed on the exportation of any article from the dominions and possessions of either of the two contracting parties to the dominions and possessions of the other which shall not equally extend to the exportation of the like articles to any other country.

ARTICLE VII.

The subjects of each of the high contracting parties shall enjoy in the dominions and possessions of the other exemption from all transit duties, and a perfect equality of treatment with native subjects in all that relates to warehousing, bounties, facilities, and drawbacks.

ARTICLE VIII.

All articles which are or may be legally imported into the ports of the dominions and possessions of His Majesty the Emperor of Japan in Japanese vessels may likewise be imported into those ports in British vessels, without being liable to any other or higher duties or charges of whatever denomination than if such articles were imported in Japanese vessels; and reciprocally, all articles which are or may be legally imported into the ports of the dominions and possessions of Her Britannic Majesty in British vessels may likewise be imported into those ports in Japanese vessels, without being liable to any other or higher duties or charges of whatever denomination than if such articles were imported in British vessels. Such reciprocal equality of treatment shall take effect without distinction, whether such articles come directly from the place of origin or from any other place.

In the same manner there shall be perfect equality of treatment in regard to exportation, so that the same export duties shall be paid and the same bounties and drawbacks allowed in the dominions and possessions of either of the high contracting parties on the exportation of any article which is or may be legally exported therefrom, whether such exportation shall take place in Japanese or in British vessels, and whatever may be the place of destination, whether a port of either of the contracting parties or of any third power.

ARTICLE IX

No duties of tonnage, harbour, pilotage, lighthouse, quarantine, or other similar or corresponding duties of whatever nature or under whatever denomination, levied in the name or for the profit of the government, public functionaries, private individuals, corporations, or establishments of any kind, shall be imposed in the ports of the dominions and possessions of either country upon the vessels of the other country which shall not equally and under the same conditions be imposed in the like cases on national vessels in general or vessels of the most favoured nation. Such equality of treatment shall apply reciprocally to the respective vessels, from whatever port or place they may arrive, and whatever may be their place of destination.

ARTICLE X.

In all that regards the stationing, loading, and unloading of vessels in the ports, basins, docks, roadsteads, harbours, or rivers of the dominions and possessions of the two countries, no privilege shall be granted to national vessels which shall not be equally granted to vessels of the other country; the intention of the high contracting

parties being that in this respect also the respective vessels shall be treated on the footing of perfect equality.

ARTICLE XI.

The coasting trade of both the high contracting parties is excepted from the provisions of the present treaty, and shall be regulated according to the laws, ordinances, and regulations of Japan and of Great Britain, respectively. It is, however, understood that Japanese subjects in the dominions and possessions of Her Britannic Majesty, and British subjects in the dominions and possessions of His Majesty the Emperor of Japan, shall enjoy in this respect the rights which are or may be granted under such laws, ordinances, and regulations to the subjects or citizens of any other country.

A Japanese vessel laden in a foreign country with cargo destined for two or more ports in the dominions and possessions of Her Britannic Majesty, and a British vessel laden in a foreign country with cargo destined for two or more ports in the dominions and possessions of His Majesty the Emperor of Japan, may discharge a portion of her cargo at one port, and continue her voyage to the other port or ports of destination where foreign trade is permitted, for the purpose of landing the remainder of her original cargo there, subject always to the laws and custom-house regulations of the two countries.

The Japanese government, however, agrees to allow British vessels to continue, as heretofore, for the period of duration of the present treaty, to carry cargo between the existing open ports of the empire, excepting to or from the ports of Osaka, Niigata and Ebisu-minato.

ARTICLE XII.

An ship of war or merchant-vessel of either of the high contracting parties which may be compelled by stress of weather, or by reason of any other distress, to take shelter in a port of the other, shall be at liberty to refit therein, to procure all necessary supplies, and to put to sea again, without paying any dues other than such as would be payable by national vessels. In case, however, the master of a merchant vessel should be under the necessity of disposing of a part of his cargo in order to defray the expenses, he shall be bound to conform to the regulations and tariffs of the place to which he may have come.

If any ship of war or merchant vessel of one of the contracting parties should run aground or be wrecked upon the coasts of the other, the local authorities shall inform the consul-general, consul, vice-consul, or consular agent of the district of the occurrence, or if there be no such consular officer, they shall inform the consul-general, consul, vice-consul, or consular agent of the nearest district.

All proceedings relative to the salvage of Japanese vessels wrecked or cast on shore in the territorial waters of Her Britannic Majesty shall take place in accordance with the laws, ordinances, and regulations of Great Britain, and reciprocally, all measures of salvage relative to British vessels wrecked or cast on shore in the territorial waters of His Majesty the Emperor of Japan shall take place in accordance with the laws, ordinances, and regulations of Japan.

Such stranded or wrecked ship or vessel, and all parts thereof, and all furnitures and appurtenances belonging thereunto, and all goods and merchandise saved therefrom, including those which may have been cast into the sea, or the proceeds thereof, if sold, as well as all papers found on board such stranded or wrecked ship or vessel, shall be given up to the owners or their agents, when claimed by them. If such owners or agents are not on the spot, the same shall be delivered to the respective consuls-general, consuls, vice-consuls, or consular agents upon being claimed by them within the period fixed by the laws of the country, and such consular officers, owners, or agents shall pay only the expenses incurred in the preservation of the property,

together with the salvage or other expenses which would have been payable in the case of a wreck of a national vessel.

The goods and merchandise saved from the wreck shall be exempt from all the duties of the customs unless cleared for consumption, in which case they shall pay the ordinary duties.

When a ship or vessel belonging to the subjects of one of the contracting parties is stranded or wrecked in the territories of the other, the respective consuls-general, consuls, vice-consuls, and consular agents shall be authorized, in case the owner or master, or other agent, of the owner, is not present, to lend their official assistance in order to afford the necessary assistance to the subjects of the respective states. The same rule shall apply in case the owner, master, or other agent is present, but requires such assistance to be given.

ARTICLE XIII.

All vessels which, according to Japanese law, are to be deemed Japanese vessels, and all vessels, which, according to British law, are to be deemed British vessels, shall, for the purpose of this treaty, be deemed Japanese and British vessels respectively.

ARTICLE XIV.

The consuls-general, consuls, vice-consuls, and consular agents of each of the contracting parties, residing in the dominions and possessions of the other, shall receive from the local authorities such assistance as can by law be given to them for the recovery of deserters from the vessels of their respective countries.

It is understood that this stipulation shall not apply to the subjects of the country where the desertion takes place.

ARTICLE XV.

The high contracting parties agree that, in all that concerns commerce and navigation, any privilege, favour, or immunity which either contracting party has actually granted, or may hereafter grant, to the government, ships, subjects, or citizens of any other state, shall be extended immediately and unconditionally to the government, ships, subjects, or citizens of the other contracting party, it being their intention that the trade and navigation of each country shall be placed, in all respects, by the other on the footing of the most favoured nation.

ARTICLE XVI.

Each of the high contracting parties may appoint consuls-general, consuls, vice-consuls, pro-consuls, and consular agents in all the ports, cities, and places of the other, except in those where it may not be convenient to recognize such officers.

This exception, however, shall not be made in regard to one of the contracting parties without being made likewise in regard to every other power.

The consuls-general, consuls, vice-consuls, pro-consuls, and consular agents may exercise all functions, and shall enjoy all privileges, exemptions, and immunities which are, or may hereafter be granted to consular officers of the most favoured nation.

ARTICLE XVII.

The subjects of each of the high contracting parties shall enjoy in the dominions and possessions of the other the same protection as native subjects in regard to patents, trade marks, and designs, upon fulfilment of the formalities prescribed by law.

ARTICLE XVIII.

Her Britannic Majesty's government, so far as they are concerned, give their consent to the following arrangement,—

The several foreign settlements in Japan shall be incorporated with the respective Japanese communes, and shall thenceforth form part of the general municipal system of Japan.

The competent Japanese authorities shall thereupon assume all municipal obligations and duties in respect thereof, and the common funds and property, if any, belonging to such settlements, shall at the same time be transferred to the said Japanese authorities.

When such incorporation takes place the existing leases in perpetuity under which property is now held in the said settlements shall be confirmed, and no conditions whatsoever other than those contained in such existing leases shall be imposed in respect of such property. It is, however, understood that the consular authorities mentioned in the same are in all cases to be replaced by the Japanese authorities.

All lands which may previously have been granted by the Japanese government free of rent for the public purposes of the said settlements shall, subject to the right of eminent domain, be permanently reserved free of all taxes and charges for the public purposes for which they were originally set apart.

ARTICLE XIX.

The stipulations of the present treaty shall be applicable, so far as the laws permit, to all the colonies and foreign possessions of Her Britannic Majesty, excepting to those hereinafter named, that is to say, except to—

India,	Victoria,
The Dominion of Canada,	Queensland,
Newfoundland,	Tasmania,
The Cape,	South Australia,
Natal	Western Australia,
New South Wales,	New Zealand.

Provided always that the stipulations of the present treaty shall be made applicable to any of the above-named colonies of foreign possessions on whose behalf notice to that effect shall have been given to the Japanese government by Her Britannic Majesty's representative at Tokio within two years from the date of the exchange of ratifications of the present treaty.

ARTICLE XX.

The present treaty shall, from the date it comes into force, be substituted in place of the conventions respectively of the 23rd day of the 8th month of the 7th year of Kayei, corresponding to the 14th day of October, 1854, and of the 13th day of the 5th month of the 2nd year of Keiou, corresponding to the 25th day of June, 1866, the treaty of the 18th day of the 7th month of the 5th year of Ansei, corresponding to the 26th day of August, 1858, and all arrangements and agreements subsidiary thereto concluded or existing between the high contracting parties; and from the same date such conventions, treaty arrangements and agreements shall cease to be binding, and, in consequence, the jurisdiction then exercised by British courts in Japan, and all the exceptional privileges, exemptions and immunities then enjoyed by British subjects as a part of or appurtenant to such jurisdiction, shall absolutely and without any notice cease and determine, and thereafter all such jurisdiction shall be assumed and exercised by Japanese courts.

ARTICLE XXI.

The present treaty shall not take effect until at least five years after its signature. It shall come into force one year after His Imperial Japanese Majesty's government shall have given notice to Her Britannic Majesty's government of its wish to have the same brought into operation. Such notice may be given at any time after the expiration of four years from the date hereof. The treaty shall remain in force for the period of twelve years from the date it goes into operation.

Either high contracting party shall have the right, at any time after eleven years shall have elapsed from the date this treaty takes effect, to give notice to the other of its intention to terminate the same, and at the expiration of twelve months after such notice is given this treaty shall wholly cease and determine.

ARTICLE XXII.

The present treaty shall be ratified, and the ratifications thereof shall be exchanged at Tokio as soon as possible, and not later than six months from the present date.

In witness whereof the respective plenipotentaries have signed the same and have affixed thereto the seal of their arms.

Done at London, in duplicate, this sixteenth day of July, in the year of our Lord one thousand eight hundred and ninety-four.

KIMBERLEY.
AOKI.

Protocol signed at London, July 16, 1894.

The government of Her Majesty the Queen of Great Britain and Ireland, and Empress of India, and the government of His Majesty the Emperor of Japan, deeming it advisable in the interests of both countries to regulate certain special matters of mutual concern, apart from the treaty of commerce and navigation signed this day, have, through their respective plenipotitentaries, agreed upon the following stipulations:—

1. It is agreed by the contracting parties that one month after the exchange of the ratifications of the treay of commerce and navigation signed this day, the import tariff hereunto annexed shall, subject to the provisions of article XXIII. of the treaty of 1858 at present subsisting between the contracting parties, as long as the said treaty remains in force and thereafter, subject to the provisions of articles V. and XV. of the treaty signed this day, be applicable to the articles therein enumerated, being the growth, produce or manufacture of the dominions and possessions of Her Britannic Majesty, upon importation into Japan. But nothing contained in this protocol, or the tariff hereunto annexed, shall be held to limit or qualify the right of the Japanese government to restrict or to prohibit the importation of adulterated drugs, medicines, food or beverages, indecent or obscene prints, paintings, books, cards, lithographic or other engravings, photographs, or any other indecent or obscene articles; articles in violation of patent, trade mark or copyright laws of Japan; or any other article which for sanitary reasons, or in view of public security or morals, might offer any danger.

The *ad valorem* duties established by the said tariff shall, so far as may be deemed practicable, be converted into specific duties by a supplementary convention, which shall be concluded between the two governments within six months from the date of this protocol; the medium prices, as shown by the Japanese customs returns during the six calendar months preceding the date of the present protocol with the addition of the cost of insurance and transportation from the place of purchase,

production or fabrication, to the port of discharge, as well as commission, if any, shall be taken as the basis for such conversion. In the event of the supplementary convention not having come into force before the expiration of the period fixed for the said tariff to take effect, *ad valorem* duties in conformity with the rule recited at the end of the said tariff shall, in the meantime, be levied.

In respect of articles not enumerated in the said tariff, the general statutory tariff of Japan for the time being in force shall, from the same time, apply, subject, as aforesaid, to the provisions of article XXIII. of the treaty of 1858, and articles V. and XV. of the treaty signed this day respectively.

From the date the tariffs aforesaid take effect, the import tariff now in operation in Japan in respect of goods and merchandise imported into Japan by British subjects shall cease to be binding.

In all other respects the stipulations of the existing treaties and conventions shall be maintained unconditionally until the time when the treaty of commerce and navigation signed this day comes into force.

2. The Japanese government, pending the opening of the country to British subjects, agrees to extend the existing passport system in such a manner as to allow British subjects, on the production of a certificate of recommendation from the British representative in Tokio, or from any of Her Majesty's consuls at the open ports in Japan, to obtain upon application passports available for any part of the country, and for any period not exceeding twelve months, from the Imperial Japanese Foreign Office in Tokio, or from the chief authorities in the prefecture in which an open port is situated; it being understood that the existing rules and regulations governing British subjects who visit the interior of the empire are to be maintained.

3. The Japanese government undertakes, before the cessation of British consular jurisdiction in Japan, to join the international conventions for the protection of industrial property and copyright.

4. It is understood between the two high contracting parties that, if Japan think it necessary at any time to levy an additional duty on the production or manufacture of refined sugar in Japan, an increased customs duty equivalent in amount may be levied on British refined sugar when imported into Japan, so long as such additional excise tax or inland duty continues to be raised.

Provided always that British refined sugar shall in this respect be entitled to the treatment accorded to refined sugar being the produce or manufacture of the most favoured nation.

5. The undersigned plenipotentiaries have agreed that this protocol shall be submitted to the two high contracting parties at the same time as the treaty of commerce and navigation, signed this day, and that when the said treaty is ratified the agreements contained in the protocol shall also equally be considered as approved, without the necessity of a further formal ratification.

It is also agreed that this protocol shall terminate at the same time the said treaty ceases to be binding.

In witness whereof the respective plenipotentiaries have signed the same, and have affixed thereto the seal of their arms.

Done at London, in duplicate, this sixteenth day of July, in the year of our Lord one thousand eight hundred and ninety-four.

KIMBERLEY,

AOKI.

ANNEX. (TARIFF.)

Articles.	*Ad valorem* Rates of duty Per cent.
Caoutchouk, manufacture of	10
Cement, Portland	5
Cotton—	
Yarns	8
Tissues of all sorts, plain or mixed with tissues of flax, hemp, or other fibre, including wool, the cotton, however, predominating	10
Glass, window, ordinary—	
(*a*) Uncoloured and unstained	8
(*b*) Coloured, stained, or ground	10
Hats, including also hats of felt	10
Indigo, dry	10
Iron and steel—	
Pig and ingot	5
Rails	5
Bar, rod, plate, and sheet	7½
Tinned plates	10
Galvanized sheet	10
Pipes and tubes	10
Lead, pig, ingot, and slab	5
Leather—	
Sole	15
Other kinds	10
Linen—	
Yarns	8
Tissues	10
Mercury or quicksilver	5
Milk, condensed or dessicated	5
Nails, iron	10
Oil, paraffin	10
Paint in oil	10
Paper, printing	10
Refined sugar	10
Saltpetre	5
Screws, bolts, and nuts, iron	10
Silk, satins, and silk and cotton mixtures	15
Tin—	
Block, pig, and slab	5
Plates	10
Wax, paraffin	5
Wire—	
Telegraph	5
Iron and steel, and small rod iron and steel not exceeding ¼ inch in diameter	10
inch in diameter	10
Woollen and worsted—	
Yarns	8
Tissues of all sorts, plain or mixed with other material, the wool, however, predominating	10
Yarns of all sorts, not specially provided for	10

Articles.	*Ad valorem* Rates of duty. Per Cent.
Zinc—	
Block, pig, and slab	5
Sheet	7½

Rule for calculating 'ad valorem' Duties

Import duties payable *ad valorem* under this tariff shall be calculated on the actual cost of the articles at the place of purchase, production, or fabrication, with the addition of the cost of insurance and transportation from the place of purchase, production, or fabrication, to the port of discharge, as well as commission, if any exists.

EXCHANGE OF NOTES.

The Earl of Kimberley to Viscount Aoki.

FOREIGN OFFICE, July 16, 1894.

SIR,—With reference to article XIX. of the treaty betwen Great Britain and Japan, signed this day, in view of the fact that some of the British colonies and foreign possessions enumerated in that article might be prevented from acceding to the present treaty by reason of their inability to accept the stipulations relating to military service contained in article II. of the said treaty, and in order to avoid future misunderstandings, Her Majesty's government request from the government of Japan an assurance that any of the said British colonies and possessions may accede to the present treaty under the condition that, notwithstanding such accession, they shall not be bound by the stipulations of article II.

KIMBERLEY.

Viscount Aoki to the Earl of Kimberley.

JAPANESE LEGATION, LONDON, July 16, 1894.

MY LORD,—In reply to the note of Her Majesty's government referring to article XIX. of the treaty between Great Britain and Japan, signed this day, and requesting, for the reasons given in the said note, an assurance that any of the British colonies and foreign possessions enumerated in that article may accede to the present treaty under the condition that, notwithstanding such accession, they shall not be bound by the stipulations of article II., the government of Japan hereby give the assurance desired.

AOKI.

Viscount Aoki to the Earl of Kimberley.

JAPANESE LEGATION, LONDON, July 16, 1894.

MY LORD,—The undersigned, Envoy Extraordinary and Minister Pleniipotentiary of His Majesty the Emperior of Japan, in virtue of special authorization from His Imperial Japanese Majesty's government, has the honour to announce to Her Britannic Majesty's principal Secretary of State for Fereign Affairs, that the Imperial Japanese government, recognizing the advantage of having the codes of the empire which have already been promulgated in actual operation when the treaty stipulations at present subsisting between the government of Japan and that of Great Britain cease to be binding, engage not to give the notice provided for by the first paragraph of article

XXI. of the treaty of commerce and navigation, signed this day, until those portions of said codes which are now in abeyance are brought into actual force.

The undersigned avails, &c.

AOKI.

1360J

DOWNING STREET, February 17, 1896.

The Officer Administering the Government of Canada.

SIR,—With reference to my predecessor's circular despatch of December 31, 1894, I have the honour to transmit to you, for publication in the colony under your government, a copy of a convention between Great Britain and Japan, signed at Tokio, July 16, 1895, supplementary to the treaty of commerce and navigation between the two countries of July 16, 1894.

J. CHAMBERLAIN.

SUPPLEMENTARY CONVENTION BETWEEN GREAT BRITAIN AND JAPAN RESPECTING THE DUTIES TO BE CHARGED ON BRITISH GOODS IMPORTED INTO JAPAN.

Signed at Tokio, July 16, 1895.

[*Ratifications exchanged at Tokio, November 21, 1895.*]

Whereas, by the protocol signed at London on July 16, 1894, it was agreed between the government of Her Britannic Majesty and the government of His Majesty the Emperor of Japan that the *ad valorem* duties of the tariff annexed to the aforesaid protocol should, so far as might be deemed practicable, be converted into specific duties by means of a supplementary convention, to be concluded between the two governments within six months from the date of that protocol; and

Whereas, this period was extended by subsequent arrangement;

The high contracting parties have appointed as their plenipotentiaries to conclude a convention for this purpose, that is to say:—

Her Britannic Majesty the Queen of the United Kingdom of Great Britain and Ireland, Empress of India, Gerard Augustus Lowther, Her Brittanic Majesty's Charge-d'Affaires;

And His Majesty the Emperor of Japan, Marquis Saïonzi Kimmochi, first class of the Order of the Sacred Treasure, His Imperial Majesty's Minister of State for Education, and Acting Minister of State for Foreign Affairs;

Who, having communicated to each other their respective full powers, found in good and due form, have agreed upon and concluded the following articles:—

1. The tariff annexed to this convention shall be substituted for the *ad valorem* tariff annexed to the aforesaid protocol of July 16, 1894; it shall be subject to all stipulations contained in article 1 of that protocol, in so far as these are applicable, and it shall come in force one month after the exchange of the ratifications of this convention.

2. The specific duties established by this convention shall be subject to triennial readjustment. Such readjustment shall be based on the difference between the average of the two quarterly rates of exchange adopted by the Japanese customs during the six months ending June 30, 1894, and the average of the rates of exchange adopted by the Japanese customs for the four quarters preceding that in which each successive period of three years expires.

The schedule of readjusted duties shall be published by the Japanese government three months in advance, and shall take effect immediately upon the expiration of the said period.

It is understood between the high contracting parties that the operation of this stipulation shall be subject to the acceptance of a similar arrangement by the other powers with whom conventional tariffs are now being negotiated by Japan.

3. The quarterly rates of exchange mentioned in the preceding article are the rates determining the comparative values, as entered in the quarterly tables published by the Japanese Department of Finance, of the present Japanese silver yen on the one hand, and of the English pound sterling on the other.

4. The present convention shall have the same duration as the treaty and protocol concluded on July 16, 1894, of which it is a complement.

5. The present convention shall be ratified, and the ratifications shall be exchanged at Tokio as soon as possible, and not later than six months from the present date.

Done at Tokio, in duplicate, this 16th day of July, 1895.

GERARD AUGUSTUS LOWTHER.
MARQUIS SAIONZI.

ANNEX.

Tariff.

No.	Articles.	Duty (yen).
1.	Caoutchouc, manufacture of.. .. ..*ad valorem*	10 per cent.
2.	Cement, Portland.. .. ..100 catties	0·065
3.	Cotton yarns, plain or dyed .. .. "	4·180
	Cotton tissues—	
4.	Drills .. ..square yard	0·016
5.	Duck .. .. "	0·053
6.	Handkerchiefs in the piece .. .. "	0·011
7.	Prints .. .. "	0·012
8.	Sateens, plain, figured or printed, brocades, Italians and figured shirting.. square yard	0·017
9.	Shirtings, dyed .. .. "	0·013
10.	" grey.. .. .. "	0·006
11.	" twilled.. .. .. "	0·011
12.	" white or bleached .. .. "	0·010
13.	T-cloths.. .. .. "	0·009
14.	Turkey and cambrics .. .. "	0·012
15.	Velvets or velveteens .. .. "	0·041
16.	Victoria lawns.. .. .. "	0·006
17.	All other sorts of pure cotton tissues, and all tissues of cotton mixed with flax, hemp, or other fibre, including wool, the cotton, however, predominating in weight, not specially provided for in this tariff.. .. ..*ad valorem*	10 per cent.
	NOTE.—It is expressly understood that ready-made clothing and other made-up articles are not included under the heading of cotton tissues.	
18.	Glass, window, ordinary—	
	(*a*) Uncoloured and unstained .. ..100 sq. ft.	0·302
	(*b*) Coloured, stained, and ground..*ad valorem*	10 per cent.
19.	Hats, including also hats of felt .. .. "	10 per cent.

20.	Indigo, dry.. .. ..100 catties	12·953
	Iron and mild steel—	
21.	Pig and ingot.. .. .. "	0·083
22.	Bar and rod, exceeding ¼-inch in diameter .. ..100 catties	0·261
23.	Nails, including spikes, sprigs, tacks, and brads—	
	(*a*) Plain.. .. ..100 catties	0·573
	(*b*) Galvanized.. .. ..*ad valorem*	10 per cent.
24.	Pipes and tubes .. .. "	10 per cent.
25.	Plate and sheet.. .. ..100 catties	0·296
26.	Rails.. .. .. "	0·129
27.	Screws, bolts, and nuts, plain and galvanized .. ..*ad valorem*	10 per cent.
28.	Sheet, galvanized, both plain and corrugated .. ..100 catties	0·740
29.	Tinned plates—	
	(*a*) Ordinary .. ..100 catties	0·691
	(*b*) Crystallized.. .. ..*ad valorem*	10 per cent.
30.	Wire, and small rod not exceeding ¼-inch in diameter .. ..100 catties	0·503
31.	Wire, telegraph or galvanized.. .. "	0·256
	NOTE.—By the term 'mild steel,' as used in this tariff is understood mild steel manufactured by the Siemens, Bessemer, Basic, or similar processes, and approximating in value to iron of the same class in this tariff.	
32.	Lead, pig, ingot and slab.. .. ..100 catties	0·316
33.	Leather—	
	(*a*) Sole .. .. "	5·690
	(*b*) Other kinds.. .. ..*ad valorem*	10 per cent.
34.	Linen yarns, plain or dyed.. .. ..100 catties	6·527
	Linen tissues—	
35.	Canvas.. .. ..square yard	0·047
36.	All other sorts.. .. ..*ad valorem*	10 per cent.
	NOTE.—It is expressly understood that ready-made clothing and other made-up articles are not included under the heading of linen tissues.	
37.	Mercury or quicksilver.. .. .. 100 catties	5·048
38.	Milk, condensed or desiccated.. ....doz. 1 lb. tins and proportionately for tins of other weights.	0·123
39.	Oil, paraffin .. ..*ad valorem*	10 per cent.
40.	Paint in oil .. ..100 catties	1·304
41.	Paper, printing .. .. "	1·163
42.	Saltpetre (nitrate of potash) .. .. "	0·490
43.	Silk-faced cotton satins .. ..*ad valorem*	15 per cent.
	NOTE.—It is expressly understood that all other mixed tissues of cotton and silk, and of wool and silk, where the cotton or wool predominates in weight, are to be classed for duty under Nos. 17 and 61 of this tariff respectively.	
	Steel (other than mild steel)—	
44.	Ingot .. ..*ad valorem*	5 per cent.
45.	Bar, rod, plate, and sheet.. .. .. "	7½ per cent.
46.	Wire, and small rod not exceeding ¼-inch in diameter.. .. ..100 catties	1·819

47.	Sugar, refined—		
	(*a*) No. 15 to No. 20, inclusive, Dutch standard in colour	100 catties	0·748
	(*b*) Above No. 20, Dutch standard in colour	100 catties	0·827
	Tin—		
48.	Block, pig and slab	"	1·992
49.	Plates	*ad valorem*	10 per cent.
50.	Wax, paraffin	100 catties	0·544
51.	Woollen and worsted yarns, plain or dyed	100 catties	9·169
	Woollen and worsted tissues, pure or mixed with other material—		
52.	Alpacas	square yard	0·075
53.	Blanketing and whipped blankets in plain weave	100 catties	7·458
54.	Buntings	square yard	0·031
55.	Cloth—		
	(*a*) Wholly of woollen or worsted yarn, or of woollen or worsted yarns, such as broad, narrow, and army cloth, cassimeres, tweeds and worsted coatings	square yard	0·093
	(*b*) In part of woollen or worsted yarn and in part of cotton yarn, such as pilot, president, and union cloth	square yard	0·039
56.	Flannels	"	0·044
57.	Italian cloth	"	0·029
58.	Long ells	"	0·036
59.	Mousseline de laine	"	0·021
60.	Serges—		
	(*a*) Where the warp is worsted and the weft woollen	square yard	0·056
	(*b*) All other kinds	*ad valorem*	10 per cent.
61.	All other sorts, pure or mixed with other material, the wool, however, predominating in weight, not specially provided for in this tariff	*ad valorem*	10 per cent.
	NOTE.—It is expressly understood that ready-made clothing and other made-up articles are not included under the heading of woollen and worsted tissues.		
62.	Yarns, all sorts, not specially provided for in this tariff	*ad valorem*	10 per cent.
	Zinc—		
63.	Block, pig and slab	100 catties	0·451
64.	Sheet	"	0·928

WEIGHTS, MEASURES AND COINS.

The catty-mentioned in this tariff is the Japanese weight. It is equal to 600 grammes of the metric system of weights, or 1·32277 lbs. English avoirdupois weight.

The pound is the English avoirdupois weight.

The square yard and square foot are the English imperial surface measures.

The yen is the present Japanese silver yen of 900 fineness and 416 grains in

RULE FOR CALCULATING 'AD VALOREM' DUTIES.

Import duties payable *ad valorem* under this tariff shall be calculated on the actual cost of the articles at the place of purchase, production, or fabrication, with the addition of the cost of insurance and transportation from the place of purchase, production, or fabrication, to the port of discharge, as well as commission, if any exists.

RULE FOR MEASUREMENT OF TISSUES.

In determining the dutiable width of any tissue the customs shall discard all fractions of an inch not exceeding half an inch, and shall count as a full inch all fractions exceeding half an inch.

NOTE.—It is understood that selvedges shall not be included in the measurement of tissues.

1352J

DOWNING STREET, February 20, 1896.

Governor General,

The Right Honourable the EARL OF ABERDEEN, P.C., G.C.M.G.,

&c., &c., &c.

MY LORD.—With reference to Sir H. Strong's despatch No. 199, of August 6, on the subject of the adhesion of Canada to the commercial treaty between this country and Japan, I have the honour to transmit to Your Lordship a copy of a letter from the Foreign Office in reply to one suggesting that Her Majesty's representative at Tokio should ascertain whether the Japanese government would be willing to adopt the proposals of your government.

I shall be glad to be informed at an early date whether it is desired that the adhesion of Canada to the treaty should be notified to the Japanese government, the time for notifying adhesions expiring on August 25 next.

J. CHAMBERLAIN.

FOREIGN OFFICE, February 10, 1896.

The Under Secretary of State,

Colonial Office.

SIR.—With reference to your letter August 26 respecting the adhesion of British colonies to the treaty of commerce between this country and Japan, I am directed by the Marquis of Salisbury to acquaint you, for Mr. Chamberlain's information, that a telegram has been received from Sir E. Satow, to whom instructions were sent in accordance with the terms of your letter.

Sir E. Satow states that after much delay the Japanese government have expressed their willingness to admit a proviso similar to that made with the United States, but without the mention of labourers.

They also stipulate, for the termination of the treaty, so far as the colonies are concerned, on six months' notice from either side.

Sir E. Satow has pointed out that this is less than was originally conceded to the United States, whose treaty was to last for eleven years, and has asked the Japanese government to reconsider the question.

FRANCIS BERTIE.

SESSIONAL PAPER No. 74b

1586J

Telegram.

Mr. Chamberlain to Earl of Aberdeen.

LONDON, July 15, 1896.

Does your government adhere to Japanese treaty? Answer urgently required.

Report of the Minister of Trade and Commerce upon Treaty Notice with Japan.

DEPARTMENT OF TRADE AND COMMERCE.
OTTAWA, July 29, 1896.

The undersigned, Minister of Trade and Commerce, has the honour to acknowledge the receipt of Privy Council reference No. 715 J: being a copy of a circular from the Colonial Office, of date December 31, addressed to His Excellency the Governor General, covering a copy of a treaty of commerce and navigation between Great Britain and Japan, signed at London on July 16, 1894, the ratifications of which were exchanged at Tokio on August 25, 1894, and of Privy Council reference No. 1360 J., being a copy of a circular from the Colonial office to His Excellency the Governor General of date February 17, 1896, referring to despatch of December 31, 1894, and transmitting a copy of a convention between Great Britain and Japan, signed at Tokio, July 16, 1895, supplementary to the treaty of commerce and navigation between the two countries of July 16, 1894, first above referred to. In the circular first above referred to attention is called to article XIX of the treaty, which provides that if it is desired that the Dominion of Canada should come within the operations of the treaty, notice to that effect must be given to the Japanese government within two years from the date of the exchange of ratification.

The minister has carefully considered the provisions of the treaty as transmitted and has also taken communication of correspondence on the subject which has taken place between the Canadian government and the imperial authorities and the Japanese government, as transmitted under Privy Council references:—

No. 1352 J., being a copy of a communication from the Right Honourable the Secretary of State for the Colonies to His Excellency the Governor General, of date February 20, 1896.

No. 1405 J., being a copy of a confidential despatch from the Right Honourable the Secretary of State for the Colonies to His Excellency the Governor General, of date March 18, 1896.

No. 1475 J., being a copy of a further confidential despatch on the subject from the Right Honourable the Secretary of State for the Colonies to His Excellency the Governor General, of date April 21, 1896.

No. 1506 J., being a further confidential despatch from the Colonial Office to His Excellency the Governor General of date May 14, 1896.

No. 1563 J., being a further confidential despatch from the Right Honourable the Secretary of State for the Colonies to His Excellency the Governor General, of date June 19, 1896—all having reference to the treaty in question.

No. 1586 J., being a copy of a cablegram from the Colonial Office to His Excellency the Governor General of date July 15, 1896, asking whether His Excellency's government will adhere to the Japanese treaty and stating that an answer is urgently required.

The minister in reporting thereon has the honour to submit for the consideration of His Excellency the Governor General in Council that while he fully approves of the general provisions of the treaty as modified, yet considering the interpretation put by Her Majesty's government as well as by those governments interested upon the

intent and meaning of the 'most favoured nation clauses' as they appear in treaties between Great Britain and foreign coutries, which interpretation under existing circumstances would be held to be binding upon the Dominion of Canada, and in view of the provisions contained in article V. of the said treaty, and of questions arising as to the exact meaning of the provisions contained in articles VIII., IX., XI., and XV., and considering that apparently under the provisions of these several articles, the Dominion would be further hampered in any effort that might be made in connection with the negotiation of arrangements under which any concessions made for special equivalents granted by reason thereof to or with other countries, he does not deem it advisable that the Dominion should become a party to or be bound by the provisions of the treaty in question, he therefore respectfully recommends that if approved His Excellency the Governor General be moved to communicate by cable to the Right Honourable the Secretary of State for the Colonies the substance of the minute of Council founded hereon, in order that the Japanese government may be advised thereof with as little delay as possible and within the time limit, as per article XIX. of the said treaty.

R. J. CARTWRIGHT.

Extract from a Report of the Committee of the Honourable the Privy Council, approved by the Governor General on October 13, 1896.

The Committee of the Privy Council have had under consideration a confidential despatch, hereto attached, dated September 16, 1896, from the Secretary of State for the Colonies, having reference to previous correspondence concerning the commercial treaty of 1894, between Great Britain and Japan.

The Minister of Trade and Commerce, to whom the said despatch was referred, observes that it is stated therein that notes were exchanged with the Japanese government on August 24, 1896, for a year's extension of time, within which the colonies referred to, or named in the treaty, could signify their accession thereto. It is further stated in the despatch that certain freedom of action with regard to the restriction of the influx of the Japanese artisan class, would be conditionally conceded by the Japanese government; and the Secretary of State desires to be informed, as early as possible, whether, in view of the concession so made by the Japanese government, the government of Canada desire to adhere to the treaty.

The minister desires to draw attention to his report of date July 29, 1896, upon this question, and to state that he deems it advisable to adhere to the recommendation made in such report, to the effect that, under existing circumstances, it is not expedient that the government of Canada should become a party to the treaty in question.

The Committee advise that Your Excellency be moved to forward a certified copy of the said report to the Right Honourable the principal Secretary of State for the Colonies.

All of which is respectfully submitted for Your Excellency's approval.

RODOLPHE BOUDREAU,
Clerk of the Privy Council.

Colonial Office to the Governor General.

DOWNING STREET, November 17, 1896.

Governor General, &c., &c.

MY LORD, I have the honour to acknowledge the receipt of Your Lordship's confidential despatch of the 23rd ultimo, inclosing a minute of the Privy Council with reference to the commercial treaty of 1894 between this country and Japan, and

to inform you that a copy of the report of the Minister of Trade and Commerce, dated July 29, 1896, which is referred to in the Privy Council minute, does not appear to have been forwarded to this department. I shall be glad if Your Lordship will be good enough to furnish me with a copy of the report in question.

.... J. CHAMBERLAIN.

Extract from a Report of the Committee of the Honourable the Privy Council, approved by the Governor General on December 22, 1896.

The committee have had under consideration a confidential despatch from the Right Honourable the Secretary of State for the Colonies, dated November 17, 1896, acknowledging the receipt of the approved minute of Council of October 13, 1896, with reference to the commercial treaty of 1894, between Great Britain and Japan, and asking to be supplied with a copy of the report of the Minister of Trade and Commerce, dated July 29, 1896, which is referred to in the said minute.

The committee, on the recommendation of the Minister of Trade and Commerce, to whom the said despatch has been referred, advise that Your Excellency be moved to forward a copy of the said report of the Minister of Trade and Commerce to the Right Honourable the Secretary of State for the Colonies for his information.

All of which is respectfully submitted for Your Excellency's approval.

RODOLPHE BOUDREAU,
Clerk of the Privy Council.

Extract from a Report of the Committee of the Honourable the Privy Council, approved by the Governor General on January 23, 1897.

The Committe of the Privy Council have had under consideration a despatch, hereto attached, dated December 8, 1896, from the Right Honourable Mr. Chamberlain having reference to a previous despatch of September 16, 1896, referring to previous correspondence concerning the commercial treaty of 1894 between Great Britain and Japan.

The Minister of Trade and Commerce, to whom the first-mentioned despatch was referred, observes that the despatch of December 8, 1896, above referred to covers a copy of further despatch from Her Majesty's minister at Tokio respecting the terms upon which those specified colonies which have not yet notified their adherence to the treaty might become parties thereto.

The minister states that while there are many provisions in the treaty as modified of which he fully approves, and while the views conceded by the Japanese government as expressed in the despatch from Her Majesty's minister at Tokio, might be considered as doing away with some of the objections which the Canadian government had to the treaty referred to, it covers but one ground, the most important objection still existing, that is, the 'most favoured nation clause.'

The minister in referring to his report made in connection with the question of adherence to the treaty, bearing date July 29, 1896, regrets that while the imperial authorities adhere to the interpretation they place upon the 'most favoured nation clause' in existing treaties, he cannot recommend that Canada should become a party to the treaty now in question.

The committee advise that Your Excellency be moved to forward a certified copy of this minute to the Right Honourable the Principal Secretary of State for the Colonies.

All of which is respectfully submitted for Your Excellency's approval.

RODOLPHE BOUDREAU,
Clerk of the Privy Council.

CERTIFIED copy of a Report of the Committee of the Privy Council, approved by His Excellency the Governor General on the 5th November, 1897.

The Committee of the Privy Council having had under consideration the annexed memorandum from the Minister of Customs, dated Nov. 4, 1897, respecting the admission of articles which are the growth, produce or manufacture of Japan to the benefits of the reciprocal tariff, under the customs tariff, 1897, and concurring therein, submit the same for Your Excellency's approval.

RODOLPHE BOUDREAU,
Clerk of the Privy Council.

CUSTOMS DEPARTMENT, OTTAWA, November 4, 1897.

The undersigned, Minister of Customs, has the honour to report to His Excellency the Governor General in Council, that section 17 of 'The Customs Tariff, 1897,' provides as follows:—

'1. When the customs tariff of any country admits the products of Canada on terms which, on the whole are as favourable to Canada as the terms of the reciprocal tariff herein referred to are to the countries to which it may apply, articles which are the growth, produce or manufacture of such country, when imported direct therefrom, may then be entered for duty, or taken out of warehouse for consumption in Canada, at the reduced rates of duty provided in the reciprocal tariff set forth in schedule D to this Act.

'2. Any question arising as to the countries entitled to the benefits of the reciprocal tariff shall be decided by the Controller of Customs, subject to the authority of the Governor in Council.

'3. The Governor in Council may extend the benefits of the reciprocal tariff to any country intitled thereto by virtue of a treaty with Her Majesty.

'4. The Controller of Customs may make such regulations as are necessary for carrying out the intention of this section.'

That the undersigned has decided (subject to the approval of the Governor in Council and to take effect when so approved), that the customs tariff of Japan is such as intitles articles which are the growth, produce or manufacture of that country to the benefits of the reciprocal tariff, subject to the limitations mentioned in schedule D of the said customs tariff, 1897.

He submits his action in this matter for the approval of His Excellency the Governor General in Council.

WM. PATERSON,
Minister of Customs.

1705K

DOWNING STREET, December 2, 1899.

The Officer Administering the Government of Canada.

SIR,—With reference to the Marquis of Ripon's circular despatch of December 31, 1894, inclosing copy of the treaty of commerce and navigation between Great Britain and Japan, of July 16, 1894, I have the honour to inform you that, questions having arisen respecting the status of Indian and colonial subjects of Her Majesty residing in Japan as affected by that treaty, and also respecting the claim of British colonies not parties to the treaty to the benefits of the tariff annexed to the protocol of the same date, the matter has formed the subject of reference to the law officers of the Crown, and the Marquis of Salisbury has informed Her Majesty's minister at Tokio, that in the opinion of Her Majesty's government article XIX of the treaty

has not the effect of limiting the rights of British subjects connected with non-adhering colonies or possessions, as the inhabitants of such places are, generally, and not locally merely, British subjects, and that the fair meaning of the treaty is that all persons who by British law are recognized as possessing the rights of British citizenship all over the world are entitled to the benefits of its stipulations, and that this test includes the inhabitants—being British subjects—of all colonies and dependencies whether they adhere to the treaty or not. Neither does article XIX discriminate between different classes of British subjects, nor create a distinction unknown to British law, and almost impossible of definition; but its effect is merely to provide that the privileges and obligations of the treaty shall not enure for the benefit of non-adhering colonies and dependencies. For instance, the produce or manufacture of a non-adhering colony or dependency would not be entitled to the tariff annexed to the protocol which must be regarded as forming part of one arrangement with the treaty. And Her Majesty's government have also been advised that the protocol with its schedule must be read as applying, after the coming into force of the treaty of 1894, only to such of the colonies and possessions enumerated in article XIX as accede to the treaty.

On the other hand British subjects, though residing in or domiciled in colonies or possessions which have not adhered, are entitled to the benefits of article XVII of the treaty, and also of article II. of the international convention for the protection of industrial property signed at Paris on March 20, 1883, to which Japan adhered on July 15 last.

The first sentence of article II of the convention, copies of which were inclosed in Lord Derby's circular despatch of April 18, 1884, which runs as follows: 'Les sujets ou citoyens de chacun des états contractants jouiront, dans tous les autres états de l'union en ce qui concerne les brevets d'invention, les dessins ou modèles industriels, les marques de fabrique ou de commerce et le nom commercial, des avantages que les lois respectives accordent actuellement ou accorderont par la suite aux nationaux.' The right is conferred on those who are British subjects and is not lost by their being resident or domiciled either in a foreign country or in a colony which has not adhered. The right under the convention is also conferred by article III. on foreigners domiciled in one of the contracting states. Of course domicile in a non-adhering colony would not be effectual for this purpose, as the test is, in this instance, local, not personal, as in the case of British subjects. This distinction is also illustrated by articles IV and VI of the convention, which would not apply in the case of non-adhering colonies.

J. CHAMBERLAIN.

Circular.

DOWNING STREET, February 28, 1902.

The Officer Administering the Government of Canada.

SIR,—I have the honour to transmit to you, for the information of your government, a copy of a parliamentary paper containing an agreement between Great Britain and Japan, which was signed at London on January 30, 1902.

J. CHAMBERLAIN.

DESPATCH TO HIS MAJESTY'S MINISTER AT TOKIO, FORWARDING AGREEMENT BETWEEN GREAT BRITAIN AND JAPAN, OF JANUARY 30, 1902.

The Marquis of Lansdowne to Sir C. MacDonald.

FOREIGN OFFICE, January 30, 1902.

SIR,—I have signed to-day with the Japanese minister, an agreement between Great Britain and Japan, of which a copy is included in this dispatch.

This agreement may be regarded as the outcome of the events which have taken place during the last two years in the far east, and of the part taken by Great Britain and Japan in dealing with them.

Throughout the troubles and complications which arose in China consequent upon the Boxer outbreak and the attack upon the Peking legations, the two powers have been in close and uninterrupted communication, and have been actuated by similar views.

We have each of us desired that the integrity and independence of the Chinese empire should be preserved, that there should be no disturbance of the territorial *status quo* either in China or in the adjoining regions, that all nations should, within those regions, as well as within the limits of the Chinese empire be afforded equal opportunities for the development of their commerce and industry, and that peace should not only be restored, but should, for the future, be maintained.

From the frequent exchanges of views which have taken place between the two governments and from the discovery that their far eastern policy was identical, it has resulted that each side has expressed the desire that their common policy should find expression in an international contract of binding validity.

We have thought it desirable to record in the preamble of that instrument the main objects of our common policy in the far east, to which I have already referred, and in the first article we join in entirely disclaiming any aggressive tendencies either in China or Corea. We have, however, thought it necessary also to place on record the view entertained by both the high contracting parties, that should their interests as above described be endangered it will be admissible for either of them to take such measures as may be indispensible in order to safeguard those interests, and words have been added which will render it clear that such precautionary measures might become necessary and might be legitimately taken, not only in the case of aggressive action or of an actual attack by some other power, but in the event of disturbances arising of a character to necessitate the intervention of either of the high contracting parties for the protection of the lives and property of its subjects.

The principal obligations undertaken mutually by the high contracting parties are those of maintaining a strict neutrality in the event of either of them becoming involved in war, and of coming to one another's assistance in the event of either of them being confronted by the opposition of more than one hostile power. Under the remaining provisions of the agreement the high contracting parties undertake that neither of them will, without consultation with the other, enter into separate arrangements with another power to the prejudice of the interests described in the agreement, and that whenever those interests are in jeopardy they will communicate with one another fully and frankly.

The concluding article has reference to the duration of the agreements which, after five years, is terminable by either of the high contracting parties at one year's notice

His Majesty's government have been largely influenced in their decision to enter into this important contract by the conviction that it contains no provisions which can be regarded as an indication of aggressive or self-seeking tendencies in the regions to which it applies. It has been concluded purely as a measure of precaution, to be invoked, should occasion arise, in the defence of important British interests. It in no way threatens the present position or the legitimate interests of other powers. On the contrary that part of it which renders either of the high contracting parties liable to be called upon by the other for assistance can operate only when one of the allies has found himself obliged to go to war in defence of interests which are common to both, when the circumstances in which he has taken this step are such as to establish that the quarrel has not been of his own seeking, and when, being engaged in his own defence he finds himself threatened not by a single power, but by a hostile coalition.

His Majesty's government trust that the agreement may be found of mutual advantage to the two countries, that it will make for the preservation of peace, and that, should peace unfortunately be broken, it will have the effect of restricting the area of hostilities.

LANSDOWNE.

INCLOSURE.

Agreement between Great Britain and Japan, signed at London, January 30, 1902.

The governments of Great Britain and Japan, actuated solely by a desire to maintain the *status quo* and general peace in the extreme east, being moreover specially interested in maintaining the independence and territorial integrity of the empire of China and the empire of Corea and in securing equal opportunities in those countries for the commerce and industry of all nations, hereby agree as follows:—

ARTICLE I.

The high contracting parties having mutually recognized the independence of China and of Corea, declare t hemselves to be entirely uninfluenced by any aggressive tendencies in either country. Having in view, however, their special interests, of which those of Great Britain relate principally to China, while Japan, in addition to the interests which she possesses in China, is interested in a peculiar degree politically as well as commercially and industrially in Corea, the high contracting parties recognize that it will be admissible for either of them to take such measures as may be indispensible in order to safeguard those interests if threatened either by the aggressive action of any other power, or by disturbances arising in China or Corea, and necessitating the intervention of either of the high contracting parties for the protection of the lives and property of its subjects.

ARTICLE II.

If either Great Britain or Japan,, in the defence of their respective interests as above described, should become involved in war with another power, the other high contracting party will maintain a strict neutrality, and use its efforts to prevent other powers from joining in hostilities against its ally.

ARTICLE III.

If in the above event any other power or powers should join in hostilities against that ally, the other high contracting party will come to its assistance and will conduct the war in common, and make peace in mutual agreement with it.

ARTICLE IV.

The high contracting parties agree that neither of them will, without consulting the other, enter into separate arrangements with another ower to the prejudice of the interests above described.

ARTICLE V.

Whenever, in the opinion of either Great Britain or Japan, the above-mentioned interests are in jeopardy, the two governments will communicate with one another fully and frankly.

ARTICLE VI.

The present agreement shall come into effect immediately after the date of its signature and remain in force for five years from that date.

In case neither of the high contracting parties should have notified twelve months before the expiration of the said five years the intention of terminating it, it shall remain binding until the expiration of one year from the day on which either of the high contracting parties shall have denounced it. But if, when the date fixed for its expiration arrives, either ally is actually engaged in war, the alliance shall, *ipso facto*, continue until peace is concluded.

In faith whereof the undersigned, duly authorized by their respective governments have signed this agreement, and have affixed thereto their seals.

Done in duplicate at London, January 30, 1902.

LANSDOWNE,
His Britannic Majesty's Principal Secretary of State for Foreign Affairs.

HAYASHI,
Envoy Extraordinary and Minister Plenipotentiary of His Majesty the Emperor of Japan at the Court of St. James.'

From Lord Grey to Mr. Lyttelton.

GOVERNMENT HOUSE, OTTAWA, June 7, 1905.

The Right Honourable ALFRED LYTTELTON, P.C.,
&c., &c.,

SIR,—With reference to Sir Henry Strong's despatch of October 23, 1896, and previous correspondence in regard to the Canadian government's decision not to adhere to the treaty of commerce and navigation, concluded in 1894, between Great Britain and Japan, I have the honour to inclose herewith a copy of an approved minute of the Privy Council, intimating that obstacles which were considered to render the adhesion of Canada to the treaty unadvisable have now been removed and requesting that steps may be taken to ascertain whether the Japanese government would be prepared to admit the Dominion to a participation in the treaty.

GREY.

Extract from a Report of the Committee of the Privy Council, approved by the Governor General on June 7, 1905.

The Minister of Trade and Commerce, to whom was referred the question of the expediency of reopening negotiations with Japan to secure the admission of Canadian goods in that country on the same terms as upon those imported from Great Britain, submits as follows:—

At the time of the original treaty of commerce and navigation in 1894 between Great Britain and Japan, it appears that Canada was invited to become a party thereto but in view of certain conditions and possible complications it was deemed best at the moment to decline participation. These obstacles have been now removed, and it is understood informally that the Japanese government would not be unwilling to allow Canada to become a party to the above treaty.

The committee advise that His Excellency be moved to ascertain whether the Japanese government would be prepared to admit Canada to a participation in the said treaty.

All which is respectfully submitted for approval.

RODOLPHE BOUDREAU,
Clerk of the Privy Council.

Mr. Secretary Lyttlton to Lord Grey.

LONDON, July 14, 1905.

MY LORD,—Referring to your confidential despatch of June 7, should Japanese government be informed that your government wishes to adhere to treaty, 1894, and

supplementary convention of 1895, under same terms and conditions as Queensland in 1897, which Japanese government then agreed to extend to any other colonies adhering within prescribed period namely, (1) that stipulations contained in first and third articles of treaty shall not in any way affect laws, ordinances and regulations with regard to trade, immigration of labourers, artisans, police and public security which are in force or hereafter may be enacted in Japan or in colony. (2) That treaty shall cease to be binding as between Japan and colony at expiration of twelve months after notice has been given on either side to desire to terminate same.

Or are your government prepared to adhere absolutely and without reserve as would appear to be the case from speech of Minister of Agriculture in Canadian parliament, June 22? Please telegraph reply.

LYTTELTON.

From Earl Grey to Mr. Lyttelton.

September 8, 1905.

SIR,—My Prime Minister ernestly hopes that you will press immediate entry of Canada into Anglo-Japanese treaty.

GREY.

Mr. Secretary Lyttelton to Lord Grey.

LONDON, September 6, 1905.....

MY LORD.—In reply to your telegram received to-day, please inform your Prime Minister that before taking steps as regards adhesion of your government to commercial treaty with Japan, His Majesty's government awaiting reply to telegram of July 14.

LYTTELTON.

From Governor General to Mr. Lyttelton.

GOVERNMENT HOUSE, OTTAWA, September 26, 1905.

The Right Honourable ALFRED LYTTELTON, P.C.,
&c., &c., &c.

SIR,—The Governor General had the honour to send you to-day a telegraphic message in code, of which the following is a translation:—

'Referring to your telegram of July 14, responsible ministers prepared to adhere to Japanese treaty, 1894, and supplementary convention of 1895, absolutely and without reserve. Minute of Council and despatch follow by mail.'

I now have the honour to inclose herewith copy of the minute of Council referred to, upon which that message was founded.

H. E. TASCHEREAU,
Deputy of the Governor General.

Extract from a Report of the Committee of the Privy Council, approved by the Governor General on September 26, 1905.

The committee of the Privy Council have had under consideration the annexed report from the Secretary of State relative to Canada becoming a party to the treaty of commerce and navigation between Great Britain and Japan, adopted in the year 1894, and supplementary convention, 1895.

The committee concurring in the said report, advise that His Excellency be moved to forward a cable despatch to the Secretary of State for the Colonies advising him that the government of Canada is prepared to adhere absolutely and without reserve

to the treaty of commerce and navigation made between Great Britain and Japan in 1894, and supplementary convention signed at Tokio in July, 1895.

All which is respectfully submitted for His Excellency's approval.

RODOLPHE BOUDREAU,
Clerk of the Privy Council.

OTTAWA, September 25, 1905.

The undersigned, the Secretary of State, has had under consideration the minute of Council approved on June 7 last, advising, on the recommendation of the Minister of Trade and Commerce that His Excellency be moved to ascertain whether the Japanese government would be prepared to admit Canada to a participation in the existing treaty between Great Britain and Japan, adopted in the year 1894, and supplementary convention, 1895, and has had also under consideration the cable despatch from Mr. Lyttelton to Earl Grey of July 14 last, inquiring whether the government of Canada was prepared to adhere absolutely and without reserve to the treaty of 1894 and 1895, or whether Canada desired to limit the terms of the treaty to the conditions made on behalf of Queensland when accepting the Japanese treaty, which provided that the stipulations contained in the first an d third articles of the treaty should not in any way affect the laws, ordinances and regulations with regard to trade, immigration of labourers, artisans, police and public security, which are in force or might hereafter be enacted in Japan or Queensland. (2) limiting the treaty to a period of twelve months after notice given on either side.

When the minute of Council, dated June 7, 1905, was approved, the judgment of the Privy Council as expressed in that minute was that Canada was willing to become a party to the treaty of 1894 and supplementary convention, 1895, without any reserve. Since those dates Japan has enacted a law limiting immigration to foreign countries, thus removing one of the objections that influenced the government of Canada in declining to become a party to the treaty with Japan in 1897. It is doubtful whether Japan would now agree to a treaty on any other basis than the proposals contained in the original treaty. The undersigned therefore recommends that a cable despatch be sent to Mr. Lyttelton advising him that the government of Canada is prepared to adhere absolutely and without reserve to the treaty of commerce and navigation made between Great Britain and Japan in 1894 and supplementary convention signed at Tokio in July, 1895.

All of which is respectfully submitted.

R. W. SCOTT,
Secretary of State.

From Lord Grey to Mr. Lyttelton.

OTTAWA, November 14, 1905.

SIR,—Referring to my despatch, No. 313, September 26, Japanese treaty, responsible ministers anxious for reply.

GREY.

From Mr. Lyttleton to Lord Grey.

LONDON, November 16, 1905.

MY LORD,—In reply to your telegram of yesterday's date and your despatch No. 313, of September 26, Japanese government propose special convention providing

application to Canada of treaties of 1894 and convention of 1895. His Majesty's ambassador at Tokio has been instructed to send draft direct to you for consideration of your government. Report by telegram whether your ministers agree to its terms.

LYTTELTON.

His Majesty's Minister at Tokio, Japan, to Lord Grey.

TOKIO, November 19, 1905.

MY LORD.—In obedience to instructions from His Majesty's Principal Secretary of State for Foreign Affairs, I recently approached the Japanese government with a view to their consenting to the adhesion of Canada to the Anglo-Japanese treaty of July 16, 1894, and to the supplementary convention of July 16, 1895.

I found the Japanese government quite prepared to take the necessary steps for the application of the terms of the two agreements to the intercourse between Canada and Japan, but in view of the expiration of the two years allowed by article XIX, of the treaty of 1894, for the adhesion of British colonies, they thought that the desired object could best be secured by the conclusion of a special convention.

They have now prepared a draft of the proposed convention, copy of which I have the honour to transmit to Your Lordship herewith.

A copy of this draft will be forwarded to the Marquis of Lansdowne by the Canadian Pacific mail, leaving Yokohama on the 24th instant.

CLAUDE M. MACDONALD.

His Majesty the Emperor of Japan and His Majesty the King of the United Kingdom of Great Britain and Ireland, and of the British Dominions beyond the Seas, Emperor of India, being equally desirous of facilitating the commercial relations between Japan and Canada, have resolved to conclude a convention to that effect, and have named as their respective plenipotentiaries:—

His Majesty the Emperor of Japan,. . . . . .

. . . . . .

. . . . . .

His Majesty the King of the United Kingdom of Great Britain and Ireland, and of the British Dominions beyond the Seas, Emperor of India,. . . . . .

. . . . . .

. . . . . .

who, having reciprocally communicated their full powers, found in good and due form, have agreed as follows:—

ARTICLE I.

The two high contracting parties agree that the stipulations of the treaty of commerce and navigation between Japan and Great Britain, signed at London on the 16th day of the 7th month of the 27th year of Meiji (corresponding to the 16th day of July, 1894), and of the supplementary convention between Japan and Great Britain, signed at Tokio, on the 16th day of the 7th month of the 28th year of Meiji (corresponding to the 16th day of July, 1895), shall be applied to the intercourse, commerce and navigation between the Empire of Japan and the British Dominion of Canada.

ARTICLE II

The present convention shall be ratified and the ratification thereof shall be exchanged at Tokio as soon as possible. It shall come into effect immediately after the exchange of ratifications, and shall remain in force until the expiration of six months

from the day on which one of the high contracting parties shall have announced the intention of terminating it.

In witness whereof, the above-mentioned plenipotentiaries have signed the present convention and have affixed thereto their seals.

Done in duplicate at Tokio, in the Japanese and English languages, this ....day of.....month of the 38th year of Meiji, corresponding to the.....day of.....year one thousand nine hundred and five.

From Lord Grey to Mr. Lyttelton.

OTTAWA, November 24, 1905.

SIR,—Referring to your telegram of November 16, my responsible ministers beg to reiterate that they agree to terms of treaty of 1894, and convention of 1895, with Japan. They would urge that His Majesty's ambassador at Tokio be reminded to forward immediately draft of special convention.

GREY.

From Mr. Lyttelton to Lord Grey.

DOWNING STREET, November 30, 1905.

MY LORD,—I have the honour to acknowledge the receipt of your telegram of the 24th instant respecting the proposed special convention with Japan providing for the application to Canada of the treaty of 1894, and the convention of 1895.

2. I request you to explain to your ministers that the necessity for a special convention arose from the fact that the period of the adhesion of Canada to the treaty of 1894 had expired; and although the substance of the proposed convention was telegraphed by His Majesty's ambassdor at Tokio, on the 3rd instant, His Majesty's government felt, in view of certain recent experience which it is not necessary for me to explain, that it was advisable to see the full text before authorizing His Majesty's representative to sign the convention. A telegram was accordingly sent to Sir C. Macdonald on the 13th instant, instructing him to send home the draft by mail and at the same time to send a copy direct to your government, as you were informed by telegarm on the 15th instant. Your ministers will probably by this time be in possession of the copy.

ALFRED LYTTELTON.

From Lord Grey to Secretary of State for Colonies.

December 13, 1905.

MY LORD.—Your despatch of November 30, Japanese treaty, Sir Wilfrid Laurier has seen draft received from Sir Claude Macdonald and hopes final formalities will be concluded as soon as possible.

GREY.

From Lord Elgin to Lord Grey.

LONDON, January 1, 1906.

MY LORD.—Referring to your telegram of December 13, Japanese treaty, have requested Secretary of State for Foreign Affairs to telegraph to Tokio sign convention at once and to arrange for ratification at earliest possible date.

ELGIN.

Lord Elgin to Lord Grey.

LONDON, February 6, 1906.

MY LORD,—Referring to my telegram of January 1, convention with Japan signed January 31.

ELGIN.

From Lord Elgin to Lord Grey.

DOWNING STREET, March 31, 1906.

MY LORD.—With reference to my telegram of the 6th ultimo, I have the honour to transmit to you, to be laid before your ministers, the accompanying copies of correspondence with the Foreign Office on the subject of the convention for the application to trade and intercourse between Japan and Canada of the treaty between the United Kingdom and Japan of July 16, 1894, and of the supplementary convention of July 16, 1895.

ELGIN.

FOREIGN OFFICE, March 27, 1906.

SIR,—With reference to your letter of January 1 last, I am directed by Secretary Sir Edward Grey, to transmit to you, to be laid before the Earl of Elgin, a copy of a despatch from His Majesty's ambassador at Tokio, inclosing the convention for the application to trade and intercourse between Japan and Canada of the treaty between this country and Japan of July 16, 1894, and of the supplementary convention of July 16, 1895.

Printed copies of the English text of the convention are also inclosed.

I am to inquire whether, in Lord Elgin's opinion steps should now be taken to prepare the King's ratification of the convention, to be forwarded to His Majesty's ambassador at Tokio for exchange in that capital.

F. A. CAMPBELL.

TOKIO, January 31, 1906.

SIR,—I have the honour to report that I attended at the Ministry of Foreign Affairs this afternoon and signed the convention for the application to trade and intercourse between Japan and Canada of our treaty with Japan of July 16, 1894, and of our supplementary convention of July 16, 1895.

I beg to inclose herewith the English and Japanese texts intended for His Majesty's government, and I also inclose the certificate of Mr. Wawn, Acting Assistant Japanese Secretary at this embassy, certifying that the two texts agree in every respect.

CLAUDE M. MACDONALD.

BRITISH EMBASSY, TOKIO, January 31, 1906.

I certify that I have compared the Japanese text of the convention for the application to trade and intercourse between Japan and Canada of the British treaty with Japan of July 16, 1894, and the supplementary convention of July 16, 1895, with the English text of the said convention, and find that the two agree in every respect.

J. TWIZELL WAWN,
Acting Asst. Japanese Secretary.

DOWNING STREET, March 31, 1906.

SIR,—I am directed by the Earl of Elgin to acknowledge the receipt of your letter of the 27th instant (9239), inclosing copies of the English text of the convention for the application to trade and intercourse between Japan and Canada of the treaty between this country and Japan of July 16, 1894, and of the supplementary convention of July 16, 1895, and to request you to inform Secretary Sir E. Grey that His Lordship considers that steps should be taken with a view to the exchange of ratifications of this convention.

H. BERTRAM COX

(Signed also in Japanese Text.)

His Majesty the King of the United Kingdom of Great Britain and Ireland, and of the British Dominions beyond the Seas, Emperor of India, and His Majesty the Emperor of Japan, being equally desirous of facilitating the commercial relations between Japan and Canada, have resolved to conclude a convention to that effect, and have named as their respective plenipotentiaries:—

His Majesty the King of the United Kingdom of Great Britain and Ireland, and of the British Dominions beyond the Seas, Emperor of India; Sir Claude Maxwell Macdonald, Knight Grand Cross of the Most Distinguished Order of St. Michael and St. George, Knight Commander of the Most Honourable Order of the Bath, His Britannic Majesty's Ambassador to Japan; and

His Majesty the Emperor of Japan, Takaaki Kato, Shoshii, First Class of the Imperial Order of the Sacred Treasure, His Imperial Majesty's Minister of State for Foreign Affairs;

Who, having reciprocally communicated their full powers, found in good and due form, have agreed as follows:—

ARTICLE I.

The two high contracting parties agree that the stipulations of the treaty and commerce and navigation between Great Britain and Japan, signed at London on the 16th day of July, 1894 (corresponding to the 16th day of the 7th month of the 27th year of Meiji), and of the supplementary convention between Great Britain and Japan, signed at Tokio on the 16th day of July, 1895 (corresponding to the 16th day of the 7th month of the 28th year of Meiji), shall be applied to the intercourse commerce and navigation between the Empire of Japan and the British Dominion of Canada.

ARTICLE II.

The present convention shall be ratified, and the ratification thereof shall be exchanged at Tokio as soon as possible. It shall come into effect immediately after the exchange of ratifications, and shall remain in force until the expiration of six months from the day on which one of the high contracting parties shall have announced the intention of terminating it.

In witness whereof the above-named plenipotentiaries have signed the present convention and have affixed thereto their seals.

Done in duplicate at Tokio, in the Japanese and English language, this 31st day of January, of year one thousand nine hundred and six, corresponding to the 31st day of the 1st month of the 39th year of Meiji.

CLAUDE M. MACDONALD,
KATO TAKAAKI.

JAPANESE TREATY.

1073 M.—Colonial Secretary Cable, 27th June, 1906, Japanese Treaty, ratification delayed owing to error in translation.. 1
1096 M.—Colonial Secretary Cable, 12th July, 1906, Japanese Treaty, ratification exchanged to-day, 12th July.. 2
1146 M.—Colonial Secretary Cable, 25th August, 1906, *re* Publication of Convention with Japan in Treaty series.. 3
1165 M.—Colonial Secretary, 23rd August, 1906, *re* furnishing Belgian Consul at Ottawa with copy of Convention Great Britain and Japan.. 4
1208 M.—Colonial Secretary, 27th September, 1906, Convention United Kingdom and Japan respecting Commercial relation Canada and Japan.. 5
Consul General for Japan, 18th January, 1907, *re* Debate House of Commons *re* Japanese Treaty.. .. 6
1677 M.—Memorandum Trade between Canada and Japan.. .. 7
2256—Order in Council, 12th October, 1907, Hon. Lemieux's Mission to Japan.. 8
1677 M.—Order in Council, 25th October, 1907, *re* Trade between Canada and Japan.. 9
1734 M.—Colonial Secretary, 30th October, 1907, relation to Hon. Lemieux's Mission to Japan.. 10

P. C. 1073M.

CABLE—CODE.

From Lord Elgin to Lord Grey.

LONDON, 27th June, 1906.

Referring to your telegram of 22nd June. His Majesty's Ambassador, Tokio, telegraphs to-day as follows, begins:—Minister for Foreign Affairs yesterday informed me that ratification had been delayed owing to supposed error in translation, but hopes this being now settled exchange will take place latest next week. Ends.

ELGIN.

P. C. 1096 M.

CABLE—CODE.

From Lord Elgin to Lord Grey.

LONDON, 12th July, 1906.

Referring to your telegram of 9th July, Japanese Convention, ratifications exchanged to-day, 12th July.

ELGIN.

P. C. 1146 M.

CABLE—CODE.

From Lord Elgin to Lord Grey.

LONDON, 25th August, 1906.

Presume that your ministers have no objection to publication of Convention with Japan in treaty series as usual. Telegraph reply.

ELGIN.

P. C. 1165 M.

From Lord Elgin to Lord Grey.

DOWNING STREET, August 23, 1906.

MY LORD,—I have the honour to acknowledge the receipt of your deputy's despatch No. 244, of the 21st ultimo, transmitting a copy of a letter from the Belgian Consul-General at Ottawa asking for copies of the convention recently concluded between the United Kingdom and Japan respecting commercial relations between Canada and Japan, and to inform you that the Secretary of State for Foreign Affairs sees no objection to Mr. Charmanne being supplied with copies of the convention, if your ministers agree.

I understand, however, that the convention cannot be published for some time, as the ratifications have not yet been received from Tokio, and if the Consul-General is supplied with copies, he should therefore be requested to regard the communication as confidential until the convention is officially published.

ELGIN.

P. C. 1208 M.

DOWNING STREET, September 27, 1906.

MY LORD,—I have the honour to transmit to you for the information of your ministers, with reference to your telegram of the 26th ultimo, the paper noted in the subjoined schedule.

ELGIN.

The Officer Administering
The Government of Canada.

Date.—January 31, 1906.

Description of Document—Convention between the United Kingdom and Japan respecting commercial relations between Canada and Japan.

CONVENTION BETWEEN THE UNITED KINGDOM AND JAPAN RESPECTING COMMERCIAL RELATIONS BETWEEN CANADA AND JAPAN.

Signed at Tôkiô, January 31, 1906.

[*Ratifications exchanged at Tôkiô, July* 12, 1906.]

(Signed also in Japanese Text.)

His Majesty the King of the United Kingdom of Great Britain and Ireland, and of the British Dominions beyond the Seas, Emperor of India, and His Majesty the Emperor of Japan, being equally desirous of facilitating the commercial relations between Japan and Canada, have resolved to conclude a Convention to that effect, and have named as their respective Plenipotentiaries:

His Majesty the King of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, Emperor of India, Sir Claude Maxwell MacDonald, Knight Grand Cross of the Most Distinguished Order of St. Michael and St. George, Knight Commander of the Most Honourable Order of the Bath, His Britannic Majesty's Ambassador to Japan; and

His Majesty the Emperor of Japan, Takaaki Kato, Shoshii, First Class of the Imperial Order of the Sacred Treasure, His Imperial Majesty's Minister of State for Foreign Affairs;

Who, having reciprocally communicated their full powers, found in good and due form, have agreed as follows:—

ARTICLE 1.

The two High Contracting Parties agree that the stipulations of the Treaty of Commerce and Navigation between Great Britain and Japan signed at London on the 16th day of July, 1894 (corresponding to the 16th day of the 7th month of the 27th year of Meiji), and of the Supplementary Convention between Great Britain and Japan signed at Tôkiô on the 16th day of July, 1895 (corresponding to the 16th day of the 7th month of the 28th year of Meiji), shall be applied to the intercourse commerce and navigation between the Empire of Japan and the British Dominion of Canada.

ARTICLE II.

The present convention shall be ratified, and the ratifications thereof shall be exchanged at Tôkiô as soon as possible. It shall come into effect immediately after the exchange of ratifications and shall remain in force until the expiration of six months from the day on which one of the High Contracting Parties shall have announced the intention of terminating it.

In witness whereof the above-mentioned Plenipotentiaries have signed the present Convention and have affixed thereto their seals.

Done in duplicate at Tôkiô, in the Japanese and English languages, this 31st day of January, of year one thousand nine hundred and six, corresponding to the 31st day of the 1st month of the 39th year of Meiji.

(L.S.) CLAUDE M. MacDONALD.

(L.S.) KATO TAKAAKI.

IMPERIAL CONSULATE GENERAL OF JAPAN FOR THE DOMINION OF CANADA.

385 Laurier Avenue East,
Ottawa, January 18, 1907.

To the Right Honourable
Sir Wilfrid Laurier, P.C., G.C.M.G., &c., &c.

Dear Sir Wilfrid.—I have the honour of taking this first opportunity of expressing, in behalf of the Japanese government, my appreciation of your attitude lately taken on the floor of the House of Commons in regard to the question of the treaty of the trade and navigation between Japan and Canada. I am sending by first mail to the Japanese government a copy of the *Hansard*, containing your speech on the occasion.

I am rest assured that the time will come when Japan can show you something substantial in the way of reciprocating this most noble and impartial sentiment, which you have been in the habit of showing towards my country for last ten years, since your party has come to power, and I only hope the same feeling would be shared by every one in this great Dominion of Canada.

I take further opportunity of laying before you the latest proof that the Japanese government has been upholding their policy of voluntary restriction on their subjects coming to British Columbia, in the shape of a letter from Mr. W. T. Payne, C. P. R. agent at Yokohoma, Japan, to Mr. W. C. Ricardo, manager Lord Aberdeen's farm in British Columbia, a copy of which is herewith inclosed for your kind perusal.

There was of late an alleged report of there landed some 1,800 Japanese at the British Columbia ports during the year of 1906. There might have been even more than that number who landed either at Victoria or at Vancouver, but the most of them were on their way to the United States. Our people going to the States generally avoid the port of San Francisco, since the city was visited by the earthquake.

but select the British Columbia ports in spite of the medical inspection there is too rigidly observed. This change of the place of debarkation on the part of the Japanese has given the British Columbia some advantage, as these immigrants on their landing, as a rule, provide themselves all sorts of necessaries, such as hats, boots and clothing, spending at least $20 to $50 each before leaving for the States.

There is no doubt that the scarcity of labour is at present felt everywhere in British Columbia, on all lines of industries—mining, fishing, sawmills, timber limits, railway construction, and especially farming. I have been, from time to time, receiving applications from various parties in British Columbia for large supply of the Japanese labourers, offering very much higher wages than it used to be five years ago. The Japanese government, however, will issue no passports under any pretext whatever. The other day a countryman of mine in Toronto tried to bring a cook from Japan, but he failed in his attempt, the government having refused to give the young man the permission.

I am not able to form any idea about the Chinese immigration into British Columbia, but I believe the Chinese will never care coming to Canada by paying the sum of $500, as that sum means more than their whole fortune.

If a Chinaman had that sum of money in his own country he would never trouble himself to come to this country to work.

So far as Japanese are concerned their number in British Columbia has been of late very much diminished but the white labourers are not willing to take these places vacated by the Japanese, however high the wages are, probably the work, such as fishing, farming and railway construction being hard and uninteresting.

T. NOSSE.

1677—M.

MEMORANDUM—TRADE BETWEEN CANADA AND JAPAN.

The various details as to trade between Canada and Japan contained in the Memorandum enclosed in Earl Grey's Despatch of March 19th to the Secretary of State for the Colonies seem to call for some comment.

The figures adduced by Mr. Nosse, Japanese Consul-General at Ottawa, to show that Canada's export trade to Japan has received a considerable impetus since the treaty ratified in July, 1907, enabled Canada to enjoy the benefits of the Conventional Tariffs seem to be open to criticism. The following figures give the total imports and exports between the two countries during the four years 1903-1906.

	Imports from Canada.	Exports to Canada.
1903	£ 50,944	£298,444
1904	85,489	327,858
1905	74,727	330,754
1906	102,320	403,540

(N.B.—These totals include re-imports of Japanese goods.)

It will be seen from the above that though there was the considerable increase of £27,595 in Canadian imports in 1906 this was not an abnormal advance, the exports increased nearly £65,000 during the same year, while in 1904 the advance in imports was greater than in 1906. Moreover figures for the years anterior to 1903 show that Canadian imports, though fluctuating greatly, had on the whole an upward tendency. The principal increases in imports in 1907 were in the following articles (there were some things, especially timber, showing declines)—

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	1905	1906	Increase.
Flour	£10,628	£16,705	£ 6,077
Salted salmon and trout	29,320	41,625	12,305
Butter	1,482	2,345	861
Manures	3,529	5,737	2,208
Soap	679	954	275
Lead	5,205	17,391	12,186
Paper (printing)	617	4,609	5,992

Of the above commodities the first four which account for more than half the total gross increase, do not come under any of the conventional tariffs, and were consequently unaffected by the treaty mentioned above; it is therefore hardly accurate to credit that treaty with being the principal cause of the expansion of the import trade. Naturally where Canada is able to export goods mentioned in the conventional tariffs she would benefit largely by the advantages gained by the treaty and indeed the expansion in the imports of lead and printing paper points strongly in that direction; it should be noted that both these items were cheaper in the case of Canada than of the United States, so that though information as to relative quality is lacking, the Canadian increases may not have been due merely to the operation of the Conventional Tariff.

Apart from the above the remark may be made that the majority of the goods enumerated by Mr. Nosse do not appear in the Japanese customs returns as being of Canadian origin. Thus he gives a total quantity of over 1,742,000 pounds of Canadian paper as being shipped to Japan, while the customs returns for 1906 show only some 899,648 pounds (together with a small item of 'other paper' worth only £21) as having been imported from Canada into Japan. Similarly the total value of the metal imports from Canada (apart from lead and including such items as fenders, stoves, kitchen utensils, &c.) was given as only £161 during the same year, a total quite inadequatet for the quantities of steel, wire and metal roofing mentioned by Mr. Nosse as having left Canada for Japan. It is true that Mr. Nosse states the fact that these goods were sent to Japan through the intermediary of American firms, but this should not have obscured their place of origin. The Japanese import forms require the mention of the place of origin or manufacture, especially in the case of goods benefiting under the conventional tariffs which have to be accompanied by certificates of origin; and the discrepancy between Mr. Nosse's figures and those of the Japanese customs certainly suggests that the locality of origin is in many cases incorrectly stated, and that possibly some of the imports under consideration would have secured the benefit of the conventional tariffs even without the interposition of the treaty of last year. This view is borne out by the fact that the import returns of Japan are by no means in accord with the export returns of Canada. Thus in 1905 the exports from Canada to Japan are given by British returns at £105,025 against £74,727 mentioned above; the figures for 1904 are reversed being only £70,324 in the British returns against £85,489 in the Japanese customs returns.

The import of cotton duck to the extent of 215 yards mentioned as coming from Canada cannot be regarded as bearing directly on the effect of the treaty in promoting commerce as the import of this material from Canada during 1905 was 12,338 square yards valued at £938. There were no imports of cotton duck specifically mentioned in Japanese returns as coming from Canada so that the amount given by Mr. Nosse must have been included under the small items of miscellaneous articles the total of which for that year was only £48. The total value of condensed milk imported into Japan from Canada during 1906 was given at £65 only (248 dozen).

During the five months ended May 31, 1907, the imports from Canada into Japan were given as £46,906, against £46,704 during the previous year, showing

only a nominal increase, though one period was before the operation of the treaty and the other after it. The exports amounted to £123,836 during the above interval in 1907, against £94,442 during the similar period in 1906.

Regarding the further remarks made in the memorandum on the subject of trade opportunities between Canada and Japan the folloinwg may be said. Dealing first with the specific instances in which it seemed possible for a Canadian firm, Messrs Booth, to have secured the whole or part of a Japanese government order for papers, had they been aware of the fact that tenders were invited, this appears to involve an erroneous impression on the subject of Japanese government tenders. Tenders are not open to every one, but involve generally such conditions as that the tenderer must have been carrying on his business two years in Japan, must deposit a percentage of the value of the tender as security, and tender within a certain time. Presumably Messrs. Booth have no agents in Japan, as otherwise these would have kept them informed, and in that case it would seem that knowledge of the opportunity would not have availed them; doubtless the American firm mentioned have either a branch office, or agents in Japan who were able to tender.

The difficulty of the extension of Canadian trade in Japan must be put down mainly to the absence of Canadian firms or agencies established in Japan. It goes without saying that in any case strenuous competition would have to be encountered especially from the United States, which supply practically all the commodities that Canada does. Assuming, however, that competition is possible in matters of prices and quality, it is necessary to have merchants able to exploit Canada's products in Japan. It must be remembered that the foreign trade of Japan is in the majority of cases worked through middlemen. In some government and other special purchases direct trade may be the method used, and Japanese representatives are sometimes sent abroad for the purpose of buying specially desired commodities. Language and other difficulties, and the course of the growth of trade for the last fifty years, have rendered necessary the employment of large import and export firms trading on their own account or acting as agents for manufacturers and producers in their own countries; there are, of course, some companies large enough for enterprising, especially in recent years, to establish branch offices. Thus a list of important merchant firms only in Japan would show some sixty British firms (including one Australian and several Indian) established in Japan and doing import and export business. These firms hold a very large number of agencies, principally of merchants in the United Kingdom, while the business done by these is supplemented by that of Japanese firms in British territory.

It would seem, therefore, that the most likely way of pushing Canadian trade with Japan would be through the instrumentality of firms (Canadian or otherwise) established in Japan and making a speciality of Canadian goods. It is impossible to advise the establishment of such a firm in any specific case which might come up for consideration; the difficulty of opening up a market, the competition of other countries, especially the United States, in price, quality and quantity of goods, the high cost of living and other difficulties might all prove serious obstacles; and in the case of firms and individuals with small capital and the result might prove disastrous. Where, however, large companies with ample resources are concerned, who desire to find a market in Japan for their goods, or who consider that they can see their way to open a lucrative trade with Japan, the establishment of a local branch or agency is the most likely way of doing business. There would have to be considerable outlay in investigation, advertising, maintenance, expenses, &c., with the risk of ultimately finding the market unremunerative, but this seems the most obvious way of expanding trade. An agent or representative is in the best position to examine conditions closely to gauge the probable demand for goods, to ascertain the current prices and quality of competing articles, to get into touch with people and firms otherwise diffi-

cult to reach, and generally to deal with the numerous difficulties of landing, examining, storing, delivering, &c., which arise before the final disposition of the goods. Doubtless it might be possible to get some existing firms (British or more likely American) to accept agencies for Canadian goods, and indeed a good part of the existing Canadian trade is done through American firms and some Japanese houses in Canada. Such local firms would, however, not deal exclusively or even principally in Canadian commodities, and the result would probably be that only surplus orders would go to Canada.

It is a matter of much doubt as to what would be the exact scope of the agents or representatives indicated in the last three paragraphs of the memorandum. If these were proper business agents, able to buy or sell goods, make business contracts and carry them out they would practically be of the description of agents mentioned above. If, however, they were not business agents it is difficult to see exactly what they could do beyond collect and supply information. If sufficient funds were allotted such agents, whether government or private, could of course advertise, distribute catalogues, store and exhibit samples and do anything else to attract attention and interest to Canadian products, but when that was done the main problem of opening up or expanding trade relations would still remain.

P. C. 2256

EXTRACT from a Report of the Committee of the Privy Council, approved by the Governor General on the 12th October, 1907.

The Right Honourable Sir Wilfrid Laurier recommends that, in view of the recent unfortunate occurrences which have taken place in British Columbia, as a result of the largely increased influx of Oriental labourers into that province, and in view of the fact that there has been a treaty of peace and commerce between His Majesty the King and the Emperor of Japan since the year 1894, and that Canada became a party to that treaty less than two years ago, the Honourable Rodolphe Lemieux, Postmaster General and Minister of Labour, do proceed immediately to Japan to discuss the situation with His Majesty's Ambassador at Tokio and the Japanese authorities, with the object, by friendly means, of preventing the recurrence of such causes as might disturb the happy relations which have, under the said treaty, existed between the subjects of His Majesty the King, in Canada and elsewhere, and the subjects of His Majesty the Emperor of Japan.

The committee, concurring in the foregoing recommendation, submit the same for approval.

RODOLPHE BOUDREAU,
Clerk of the Privy Council.

P. C. 1677—M.

EXTRACT from a Report of the Committee of the Privy Council, approved by the Governor General on the 25th October, 1907.

The Committee of the Privy Council have had under consideration a despatch, dated 28th August, 1907, from the Secretary of State for the Colonies, transmitting papers on the subject of trade between Canada and Japan.

The Minister of Trade and Commerce, to whom the said despatch was referred states that the principal paper covered by the despatch is a memorandum by Mr. Harrington, acting commercial attaché at His Majesty's Embassy, Japan, commenting on certain details as to the Canada-Japan trade.

While it is difficult to reconcile Mr. Harrington's figures with those shown in the Canadian returns of trade with Japan, yet this difference may be well explained that the two sets of figures do not cover exactly the same period; and making allowance for these diversities it would seem that Mr. Harrington's premises are well taken, and that although there has been some increase of trade between Canada and Japan since the coming into effect of the treaty, which was ratified in July, 1906, the actual increase when analysed, does not appear to have been as great as has been claimed by the Japanese Consul General.

Although the treaty may in the near future have a very strong influence, no very great result has so far been apparent, as the increase of trade has been possibly more accidental than otherwise, and to a certain extent in articles not covered by the convention.

The minister fully agrees in Mr. Harrington's opinion that it is only by persistent efforts on the part of exporters that they can hope to build up a remunerative trade with Japan.

In so far as the imports into Canada from Japan are concerned, they practically consist of but few items, the largest of which is tea, which fluctuates from year to year, not so much in quantity as in current value.

The minister observes that the conventional treaty give no advantage in this respect to imports from Japan, as such principal item is and has been for a number of years on the free list.

The minister expresses the hope that the cordial relations which exist between Canada and Japan may be further stimulated and result in a material increase in the trade between the two countries, for by reason of geographical situation Canada should possess advantages for development of trade at least equal to those of any other American country.

The minister submits a statement taken from Canadian Trade Returns which shows the trade between the two countrie each year from June 30, 1903, to 1907, inclusive.

The committee advise that His Excellency be moved to forward a copy hereof to the Right Honourable the Secretary of State for the Colonies.

All of which is respectfully submitted for approval.

RODOLPHE BOUDREAU,
Clerk of the Privy Council.

SESSIONAL PAPER No. 74b

TRADE OF CANADA WITH JAPAN.

Statement showing the trade of Canada with Japan during the six months ended December 31, 1902 to 1906; six months ended June 30, 1903 to 1907; and years ended June 30, 1903 to 1907. (From Canadian Returns.)

	Imports for Consumption.			Exports.			Total Trade.
	Dutiable.	Free.	Total'	Home Produce.	Foreign Produce.	Total.	
	$	$	$	$	$	$	$
Six months ended December 31, 1902....	282,411	530,713	813,124	206,527	147	206,674	1,019,798
Six months ended December 31, 1903...	398,845	819,479	1,218,324	153,530	4	153,534	1,371,858
Six months ended December 31, 1904...	415,769	787,645	1,203,414	259,757	1,128	260,885	1,464,299
Six months ended December 31, 1905.....	494,213	500,114	994,327	231,704	284	231,988	1,226,315
Six months ended December 31, 1906....	563,372	552,471	1,115,843	340,256	2,623	342,879	1,458,722
Six months ended June 30, 1903.	399,528	216,034	615,292	118,411	96	118,507	733,799
Six months ended June 30, 1904.	473,505	255,402	728,607	188,273	309	188,582	917,489
Six months ended June 30, 1905.	560,182	165,290	725,472	248,852	1,188	250,040	975,512
Six months ended June 30, 1906.	551,813	127,402	679,215	260,571	1,543	262,114	941,329
Six months ended June 30, 1907.	567,574	334,119	901,693	240,269	62	240,691	1,142,382
Year ended June 30, 1903. .	681,669	746,747	1,428,416	324,938	243	325,181	1,753,597
" " 1904	872,350	1,074,881	1,947,231	341,803	313	342,116	2,289,347
" " 1905..	975,951	952,935	1,928,886	508,609	2,316	510,925	2,439,811
" " 1906.	1,046,026	627,516	1,673,542	492,275	1,827	494,102	2,167,644
" " 1907..	1,130,946	886,590	2,017,536	580,885	2,685	583,570	2,601,106

P.C. 1734—M.

From Lord Elgin to Lord Grey.

Downing Street, 30th October, 1907.

My Lord,—With reference to previous correspondence respecting the mission of Mr. Lemieux to Japan, I have the honour to request you to inform your ministers that His Majesty's Ambassador at Tokio was instructed by telegraph on the 26th October in the sense proposed in my telegram of the 17th October and agreed to in your telegram of the 22nd October.

2. I take this opportunity to forward for the information of your ministers copy of a despatch which has been addressed to Sir C. Macdonald (No. 219 of the 16th October), with reference to Mr. Lemieux's mission.

ELGIN.

Japanese and Chinese Riots, Vancouver.

Nos.

1640 M.—Colonial Secretary, 10th September, 1907, that Chinese Charge d'Affaires, hopes protection may be given to Chinese subjects.. 1

1663 M.—His Majesty's Ambassador, Washington, 20th September, 1907, ask information *re* connection between Canadian and American movement.. 2

1685 M.—Consul General for Japan, 7th October, 1907, asks that measures be taken to prevent recurrence.. .. 3
1701 M.—Colonial Secretary, 7th October, 1907, transmits note from Chinese Legation respecting.. 4
2170—Order in Council, 12th October, 1907, appointment of W. L. Mackenzie King a Commissioner to conduct inquiry into the losses and damages sustained by the Japanese population in Vancouver.. 5
1739 M.—Sir Claude Macdonald, 23rd October, 1907, *re* Canadian government preventing recurrence of rioting.. 6
2435—Order in Council, 5th November, 1907, appointing W. L. Mackenzie King, a Commissioner to inquire into Emigration of Orientals.. 7
1740 M.—Colonial Secretary, 6th November, 1907, transmits Chinese Charge d'Affaires *re* damages to Chinese. 8
1755 M.—Colonial Secretary, 12th November, 1907, transmits Claude Macdonald *re* feeling in Japan.. 9
1663 M.—Order in Council, 14th November, 1907, in reply to H. M. Minister, Washington despatch, 20th September, 1907.. 10
24.—Petition residents of the province of British Columbia that Dominion government immediately pass such legislation as may be requisite to ensure the absolute exclusion of Orientals from the Dominion of Canada.. 11

1640 M.

CABLE—CODE.

From Lord Elgin to Lord Grey.

LONDON, 10th September, 1907.

Chinese Charge d'Affaires called at Foreign Office yesterday on receipt of telegram from Chinese Association, Vancouver, reporting demonstration against Chinese and Japanese and danger to lives and property of Chinese residents in that city. He expressed hope that immediate instructions might be given to authorities in British Columbia to afford adequate protection to Chinese subjects. I presume Charge d'Affaires may be informed that all necessary steps are being taken to that end.

ELGIN

P. C. 1663—M.

From Rt. Hon. Jas. Bryce to Lord Grey.

BRITISH EMBASSY, INTERVALE, N.H., Sept. 20, 1907.

MY LORD,—In view of the intimate inter-relation of the anti-oriental agitation in the Pacific provinces of the Dominion of Canada with that in the Pacific States of the United States, it would be of great use to His Majesty's Embassy if any available information on the subject of the connection between the Canadian and American movement, with special reference to the action of American agitators at Vancouver, might be communicated to this embassy for its information and guidance. The Embassy on its part will transmit to the Dominion government any information of interest it may receive on this subject from His Majesty's Consular officers on the Pacific Coast.

JAMES BRYCE.

SESSIONAL PAPER No. 74b

1685—M.

From Consul General for Japan to the Governor General.

IMPERIAL CONSULATE GENERAL OF JAPAN, OTTAWA, October 7, 1907.

YOUR EXCELLENCY,—I have the honour to call the attention of your Excellency's government to the fact that since the disturbance at Vancouver, B.C., on the night of the 7th September, when fifty-six of the stores owned by Japanese were attacked and store windows smashed by a mob, and two Japanese were slightly wounded on the occasion and also an attempt was made to set on fire a Japanese school house on the night of the 9th, there still exists not only in the said city, but also in certain sections of British Columbia, I regret to say, a very strong feeling of hostility to the Japanese residing in the province who are engaged in legitimate and peaceful occupations.

Your Excellency's government is possibly aware of the fact that it is alleged that the attack, made on the Japanese stores, as aforesaid, was the outcome of a demonstration arranged by the Anti-Asiatic League which held its meeting early that evening, and at which many prominent citizens of Vancouver took part. Although the demonstration was apparently against Asiatics in general, evidently it would appear to have been aimed against Japanese especially, because the league seemed to have no serious objection to Hindoos on the ground perhaps that they are British subjects themselves, and Chinese being practically excluded from Canada on account of the imposition of five hundred dollar capitation tax upon every Chinese, so that as matter of fact the league is principally directed against Japanese immigration, and the subsequent agitations both in British Columbia and elsewhere will show that they are all directed against Japanese.

If the statements in some of the press in British Columbia are to be relied upon in this connection, I may quote a few sentences from them, published after the outbreak, to show that the attack was particularly directed against the Japanese. This paper has the following headings: "Attack on Jap-town. Recognizing the fact that the fight of the labouring classes in this instance is directed against the Japanese the mob soon left Chinatown and headed in the direction of Jap-town."

This, it seems to me, leaves no doubt that the demonstration at Vancouver on the night of the 7th September was mainly against the Japanese. I regret to say that necessary precaution was not taken by the city authorities to prevent the outbreak and thus that section of the city in which the Japanese reside was entirely at the mercy of the rioters for the whole night and a part of the following morning. A further extract from a local newspaper, may illustrate the real state of the city that eventful night and how the police force proved utterly unequal to the situation: "Law and order were lost in the vortex of mob rule, which swirled and eddied through the oriental section of Vancouver on Saturday night and during the early hours of Sunday morning. Thousands of dollars' worth of damage was done by the mob to the property of the Orientals. The police on the scene were utterly unable to cope with the mass of struggling, cursing, shouting humanity."

It is apparently clear that in this situation the Japanese residents in the City of Vancouver were not able to depend upon the city authorities for their protection of life and property, and perfect tranquility and peace were not assured until after several days had passed.

Your Excellency's government may also be aware of the fact that the Anti-Asiatic League has for its avowed object the exclusion of Japanese subjects from Canada, and still keeps on agitating against the Japanese even to the extent of indulging of very threatening laguage. The continuance of the Anti-Japanese agitation by the said league and by the labour element throughout the western section of Canada, and its co-operation by the leading newspapers and prominent citizens of Canada, has

created a feeling of very grave apprehension on the part of my countrymen resident in British Columbia, that further disturbances may arise which might lead to loss of life or property, unless effective measures are taken by the local authorities to see that these peaceful and law-abiding subjects of Japan are protected in their ordinary vocations.

My countrymen in British Columbia fully appreciate the friendly tone of the telegram sent in Your Excellency's name by Sir Wilfrid Laurier to the mayor of Vancouver, in reference to the deplorable occurrence on the 7th of September and rely with the fullest confidence upon every essential precaution which would be taken by Your Excellency's advisers to accord them every possible protection in consonance with treaty rights and international usages.

T. NOSSE.

P. C. 1701—M.

DOWNING STREET, 7th October, 1907.

MY LORD,—I have the honour to acknowledge the receipt of Your Excellency's telegrams of the 11th and 14th September relative to the recent riots in Vancouver, and to transmit to you, for the information of your Ministers, copy of correspondence with the Foreign Office on the subject of a note from the Chinese Legation regarding the protection of Chinese subjects in Canada.

ELGIN.

CHINESE LEGATION, September 16th, 1907.

DEAR SIR FRANCIS CAMPBELL,—I beg to acknowledge the receipt of your two letters of the 12th and 13th instant stating that all measures have been taken for the protection of the lives and property of Chinese subjects in British Columbia, and that it is believed that troubles are probably over.

I receive this information with much satisfaction and considering that there is an enormous number of Chinese living in various parts of Canada where the public feeling may, in consequence of labour agitation, break out without any warning against them, I trust that precautionary measures have also been taken for their protection in other provinces than British Columbia.

IVAN CHEN.

FOREIGN OFFICE, September 30th, 1907.

SIR,—With reference to your letter of the 12th instant, I am directed by Secretary Sir E. Grey to transmit to you herewith to be laid before the Secretary of State for the Colonies, a copy of a letter from the Chinese Charge d'Affaires relative to the recent riots at Vancouver.

I am to call attention, for such action as the Earl of Elgin may consider available, to para. 2 of Mr. Ivan Chen's note, in which he expresses the hope that precautionary measures have also been taken in provinces of Canada other than British Columbia for the protection of Chinese subjects in the event of any outbreak of public feeling against them.

Mr. Ivan Chen has been informed that the matter has been brought to the notice of Lord Elgin.

F. A. CAMPBELL.

DOWNING STREET, 5th October, 1907.

The Under Secretary of State,
Foreign Office.

SIR,—I am directed by the Earl of Elgin to acknowledge the receipt of your letter No. 31140 of the 30th ultimo, transmitting copy of a letter from the Chinese Charge d'Affaires relative to the recent riots at Vancouver.

SESSIONAL PAPER No. 74b

2. With regard to para. 2 of Mr. Ivan Chen's note, I am to suggest that, should Sir E. Grey see no objection, the Chinese Legation should be assured, that His Majesty's government have every confidence, that the authorities in all the provinces of the Dominion of Canada will take whatever measures are necessary for the protection of Chinese subjects.

C. P. LUCAS.

P. C. 2170.

Extract from a Report of the Committee of the Privy Council, approved by the Governor General on the 12th October, 1907.

On a memorandum dated 28th September, 1907, from the Secretary of State, representing that he has received a communication from Mr. T. Nosse, Consul General for Japan in Canada, stating that he was in receipt of a cable message from the Foreign Minister of Japan calling attention to the damages and losses sustained by the Japanese residents in Vancouver during the riots in the early part of the month of September, 1907, and expressing the hope that in view of the cordial and friendly relations existing between Japan and Canada, the case may be settled at Ottawa independent of the British government and without going through the usual diplomatic channels.

The Minister therefore recommends that the losses sustained during the recent riots by the Japanese population residing in Vancouver be ascertained with a view to their payment, and that Mr. W. L. Mackenzie King, C.M.G., Deputy Minister of Labour, be appointed a Commissioner under the Enquiries Act, Chapter 104, of the Reviser Statutes, to conduct an enquiry into the losses and damages sustained by the Japanese population in Vancouver on the occasion of the recent riots in that city.

The Committee submit the same for approval.

RODOLPHE BOUDREAU,
Clerk of the Privy Council.

P. C. 1739—M.

His Excellency,
The Right Honourable
Sir WILFRID LAURIER, K.C.M.G.

TOKIO, 23 October, 1907.

SIR,—On receipt of Your Excellency's telegram of the 12th inst. on the subject of the recent disturbances at Vancouver I at once addressed a note to the Minister of Foreign Affairs conveying the message contained in the above mentioned telegram.

On the 19th instant I telegraphed to Your Excellency the substance of the reply received from Count Hayashi and I now have the honour to transmit herewith a translation of His Excellency's note.

It will be observed that His Majesty the Emperor and the Japanese government express their full confidence in the intention and ability of the Canadian government to prevent the recurrence of such regrettable events.

CLAUDE M. MACDONALD.

2435.

Extract from a Report of the Committee of the Privy Council, approved by the Governor General on the 5th November, 1907.

On a memorandum dated 4th October, 1907, from the Secretary of State, recommending—in view of the recent unfortunate occurrences which have taken place in

British Columbia, as a result of the largely increased influx of oriental labourers into that province—that Mr. W. L. MacKenzie King, C.M.G., Deputy Minister of Labour, be appointed a Commissioner under the Inquiries Act, chapter 104, of the Revised Statutes of Canada, to conduct an inquiry into the methods by which the said Oriental labourers have been induced to emigrate to Canada during the present year.

The Committee submit the same for approval.

RODOLPHE BOUDREAU.
Clerk of the Privy Council.

1740—M.

DOWNING STREET, 6th November, 1907.

The Officer Administering the Government of Canada.

MY LORD,—I have the honour to transmit to you for the information of your Minister, with reference to my despatch No. 387 of the 7th ultimo, the paper noted in the subjoined schedule on the subject of the recent riots at Vancouver.

ELGIN.

Date, 21st October, 1907.

Description.—From the Chinese Charge d'Affaires.

1740—M.

CHINESE LEGATION, 21st October, 1907.

Sir FRANCIS CAMPBELL, K.C.M.G., C.B.,

DEAR SIR FRANCIS CAMPBELL,—I beg to acknowledge the receipt of your two letters of the 30th ultimo, and the 17th instant, in reply to my note of the 16th of September last, with regard to the necessary protection of Chinese subjects residing in other parts of Canada than Vancouver.

I have learned with great relief of anxiety that His Majesty's Colonial Office have every confidence that the authorities in all the provinces of Canada will take whatever measures are necessary for the purpose.

The telegram, received by His Excellency the Governor General of Canada from the Mayor of the City of Vancouver, mentioned in your letter of the 30th ultimo, confirms the report I received from the China Association of that place relating to some damage to property caused by the regretable disturbance on the 7th September.

I may add that a Chinese official has been deputed from the Chinese Consulate General in San Francisco to make careful investigations into the extent of the said damage.

IVAN CHEN.

P. C. 1755—M.

DOWNING STREET, 12th November, 1907.

The Officer Administering the Government of Canada.

MY LORD,—I have the honour to transmit to you for the information of your Minister, with reference to my despatch No. 439 of 6th instant the papers mentioned in the subjoined schedule, on the subject of the recent disturbances at Vancouver.

ELGIN.

Tokio, 2nd October, 1907.

The Rt. Hon. Sir Edward Grey.

Sir,—The Vancouver riots of the 6th and 9th ultimo have excited little comment in the Japanese press. And what has been said is distinguished for its moderation. The gist of the few leading articles which have appeared is that though anti-Japanese feeling in British Columbia is no new thing, the recent outbreak was due to the exceptionally large numbers of Japanese immigrants from Hawaii, who, turned back from San Francisco and other points on the American Pacific Coast by the new anti-immigration legislation introduced by the United States government, have been entering Vancouver during the last six months. Satisfaction is expressed at the prompt action taken by the Canadian government and the local authorities of Vancouver, and at the tone adopted by the British and Canadian press, though exception is taken by the *Japan Times* to the views expressed by certain London journalists. The sympathy shewn for Japan by the British public on the occasion of the San Francisco disturbances is cited as a proof that justice will be done to Japan in this matter, and a distinction is carefully drawn between the circumstances of the Californian difficulty—where federal and state rights were in conflict—and the present situation in Vancouver. 'What,' the *Nichi Nichi* says, 'we should do is to assert our treaty rights and ask for the effective discharge of treaty obligations. This is what we hoped for when the San Francisco troubles occurred; we looked for an immediate settlement of the difficulty on these lines. But what occurred on that occasion was that the matter was treated as one which concerned primarily the relations between the Federal government and the local authorities, and the international aspect of the question as between Japan and the United States was obscured. There is nothing of this kind to interfere with the solution of the present difficulty. No doubts as to rights or obligations exist, everything is clear and distinct. In July of last year the Convention by which Canada adhered to the British Treaty with Japan came into operation, and her position towards Japan is now the same in every respect as that of the mother country.'

The *Jiji* suggests that the present moment when disturbances of a similar kind have occurred in the territories of Japan's ally and of another country which is her best friend, is a good opportunity for jointly investigating the underlying causes which are responsible for these outbursts of feeling and for applying a remedy if possible.

CLAUDE M. MACDONALD.

P. C. 1663—M.

Certified copy of a Report of the Committee of the Privy Council, approved by His Excellency the Governor General on the 14th November, 1907.

The Committee of the Privy Council have had under consideration a despatch dated 20th September, 1907, from His Majesty's Ambassador at Washington requesting that any available information concerning the connection between the Canadian and American agitation against Oriental immigrants, and especially relating to the action of American agitators at Vancouver, might be communicated to the British Embassy at Washington for his information and guidance.

The Acting Minister of Labour, to whom the said despatch was referred, states that on October 12 Mr. W. L. Mackenzie King, C.M.G., Deputy Minister of Labour, was appointed a commissioner to conduct an inquiry into the losses and damages sustained by the Japanese population in Vancouver on the occasion of the recent riots in that city, and also that on November 5, Mr. King was further appointed a commissioner to conduct an inquiry into the methods by which Oriental labourers have been induced to emigrate to Canada during the present year

The Minister recommends that the report of the commissioner in each case be duly forwarded to His Majesty's Ambassador at Washington as soon as the same has been laid before His Excellency in Council.

The Committee concurring in the foregoing advise that His Excellency be moved to forward a copy hereof to His Majesty's Ambassador at Washington.

All of which is respectfully submitted for approval.

RODOLPHE BOUDREAU,
Clerk of the Privy Council.

P. C. 24—1908.

To the Right Hon. Sir Wilfrid Laurier, G.C.M.G., P.C., K.C., Premier of Canada:

The PETITION of the undersigned residents of the Province of British Columbia, humbly sheweth:

1. That the Province of British Columbia has in the past, and will, until restriction, continue to be the dumping ground of Oriental labourers—notably the Hindus, Japanese and Chinese.

2. That at the present time there are at least 30,000 Orientals of the foregoing races in British Columbia.

3. That the Orientals enter into competition with white men whom they have largely displaced in the fishing, produce, supply and lumbering industries, and have usurped the places amongst unskilled labourers that would otherwise be filled by white men.

4. That the Orientals are not capable of assimilation with the white races at present in Canada, and thus prevent the formation of a homogeneous citizenship.

5. That the national existence of Canada is threatened by the introduction of non-assimilable races and the consequent driving out of the white man.

6. That the Royal Commission appointed by your government fully investigated this question and urged the prohibition of all Oriental immigration, and your government recognized the soundness of this decision by passing the Chinese Exclusion Act, and arranging with the government of Japan for limitation of immigration.

7. That the measures adopted by your government have not been effective to secure the desired ends.

THEREFORE your petitioners humbly pray:

That regardless of foreign countries, and all sentimental and political considerations, your government immediately pass such legislation as may be requisite to ensure the absolute exclusion of Orientals from the Dominion of Canada.

And your petitioners as in duty bound will ever pray.

SUPPLEMENTARY RETURN

(74c)

To an Address of the House of Commons, dated the 12th December, 1907, for a copy of all correspondence between the government of Canada and the Imperial authorities, and a copy of all correspondence between the government of Canada and any person or persons and of all reports communicated to the government in respect to the Anglo-Japanese convention regarding Canada.

R. W. SCOTT,
Secretary of State.

Earl Grey to the Earl of Elgin.

OTTAWA, October 13, 1907.

It has been decided by His Majesty's Canadian government to send to Japan, by steamer leaving Vancouver on the 28th instant, the Honourable Rodolphe Lemieux, Postmaster General and Minister of Labour, to discuss the situation in British Columbia with Sir Claude MacDonald and the Japanese government, with the object of preventing the recurrence of events whereby the happy relations which have existed under the treaty between His Majesty's subjects in Canada and elsewhere and those of the Emperor of Japan might be disturbed. Will you forward me credentials to show that the approval and support of the Crown are given to Mr. Lemieux's mission? He will be accompanied by Mr. Pope.

GREY.

Lord Elgin to Lord Grey.

LONDON, October 17, 1907.

Referring to your telegram of 13th October, as time does not permit of sending you formal letter of introduction for Mr. Lemieux, the Secretary of State for Foreign Affairs proposes to send following telegram to His Majesty's Ambassador at Tokio, begins:

Canadian government, with approval of His Majesty's government, has decided to send the Honourable R. Lemieux, Postmaster General and Minister of Labour, to Japan by steamer leaving Vancouver 28th October to discuss question of British Columbia with Your Excellency and Japanese government, with object of preventing recurrence of such events as might disturb friendly relations between His Majesty's subjects in Canada and elsewhere and those of Japan.

Inform Japanese government and present Mr. Lemieux, who will be accompanied by Mr. Joseph Pope, Under Secretary of State, to the proper authorities on arrival, and assist them in every way. Ends:

Telegraph whether you concur in proposed action.

ELGIN.

From Lord Grey to Lord Elgin.

OTTAWA, October 22, 1907.

In answer to your telegram of 17th October. Japanese mission, Dominion government concur in action proposed.

GREY.

REPORT

BY

W. L. MACKENZIE KING, C.M.G.

DEPUTY MINISTER OF LABOUR

COMMISSIONER

APPOINTED TO INVESTIGATE INTO THE

LOSSES SUSTAINED BY THE CHINESE POPULATION OF VANCOUVER, B.C.

ON THE OCCASION OF THE RIOTS IN THAT CITY IN SEPTEMBER, 1907

PRINTED BY ORDER OF PARLIAMENT

OTTAWA

PRINTED BY S. E. DAWSON, PRINTER TO THE KING'S MOST EXCELLENT MAJESTY.

1908

[No. 74 *f* —1908.]

ROYAL COMMISSION.

Commissioner: W. L. Mackenzie King, C.M.G.,
Deputy Minister of Labour.

Secretary: Francis W. Giddens,
Department of Labour.

Counsel representing Chinese claimants: A. McEvoy, Esq.

Interpreter: David C. Lew.

Stenographers: F. Evans and Miss Ferguson.

To His Excellency the Right Honourable Sir Albert Henry George, Earl Grey, Viscount Howick, Baron Grey of Howick, in the County of Northumberland, in the Peerage of the United Kingdom, and a Baronet: Knight Grand Cross of the Most Distinguished Order of Saint Michael and Saint George, &c., &c., Governor General and Commander in Chief of the Dominion of Canada.

MAY IT PLEASE YOUR EXCELLENCY:

The undersigned has the honour to submit to Your Excellency the report of W. L. Mackenzie King, C.M.G., Deputy Minister of Labour, as Commissioner appointed to investigate into the losses sustained by the Chinese population of Vancouver, B.C., on the occasion of the riots in that city in September, 1907.

All of which is respectfully submitted.

(Sgd.) RODOLPHE LEMIEUX,
Minister of Labour.

Ottawa, June 26, 1908.

COMMISSION:

Appointing William Lyon Mackenzie King, Esquire, C.M.G. a Commissioner to investigate into the losses sustained by the Chinese population of Vancouver, B.C., on the occasion of the riots in that city in September, 1907.

GREY. (Seal). CANADA.

Edward the Seventh, by the Grace of God, of the United Kingdom of Great Britain and Ireland, and of the British Dominions beyond the Seas, King, Defender of the Faith, Emperor of India.

To all to whom these presents shall come, or whom the same may in anywise concern: Greeting:

Whereas in and by an Order of our Governor General in Council, bearing date the seventh day of March, in the year of Our Lord, one thousand nine hundred and eight, a copy of which is hereto annexed, provision has been made for an investigation by our Commissioner therein and hereinafter named, into the losses sustained by the Chinese population in the city of Vancouver in the province of British Columbia, on the occasion of the riots in that city in the month of September, 1907.

Now Know Ye that by and with the advice of our Privy Council for Canada, We do by these presents nominate, constitute and appoint William Lyon Mackenzie King, C.M.G., of the City of Ottawa, in the province of Ontario, Deputy Minister of Labour, to be our Commissioner to conduct such inquiry.

To have, hold, exercise and enjoy the said office, place and trust unto the said William Lyon Mackenzie King, together with the rights, powers, privileges, and emoluments unto the said office, place and trust, of right and by law appertaining during pleasure.

And We do Hereby, under the authority of the Revised Statute Respecting Inquiries Concerning Public Matters, confer upon our said Commissioner the power of summoning before him any witnesses, and of requiring them to give evidence on oath, or on solemn affirmation if they are persons entitled to affirm in civil matters, and orally or in writing, and to produce such documents and things as our said Commissioner shall deem requisite to the full investigation of the matters into which he is hereby appointed to examine.

And We do Hereby require and direct our said Commissioner to report to our Governor General of Canada in Council the result of his investigation, together with the evidence taken before him, and any opinion he may see fit to express thereon.

In Testimony Whereof, We have caused these our Letters to be made patent and the Great Seal of Canada to be hereunto affixed. Witness: Our Right, Trusty and Right well-beloved cousin the Right Honourable Sir Albert Henry George, Earl Grey, Viscount Howick, Baron Grey of Howick, in the County of Northumberland, in the

Peerage of the United Kingdom and a Baronet, Knight Grand Cross of Our Most Distinguished Order of Saint Michael and Saint George, &c., &c., Governor General and Commander in Chief of our Dominion of Canada.

At our Government House, in our City of Ottawa, this seventh day of March, in the year of Our Lord, one thousand nine hundred and eight, and in the eighth year of our reign.

By Command.

(Signed) J. POPE,
Under Secretary of State.

(Signed) E. L. NEWCOMBE,
Deputy Minister of Justice,
Canada.

REPORT OF W. L. MACKENZIE KING, C.M.G.,

Commissioner appointed to investigate into the Losses sustained by the Chinese Population of Vancouver, B.C., on the occasion of the Riots in that City in September, 1907.

To His Excellency the Governor General in Council:

I have the honour to submit the following report on the results of my investigation into the losses of the Chinese residents of the city of Vancouver, B.C., occasioned by the anti-Asiatic riots of September, 1907. This investigation was undertaken in pursuance of the Royal Commission issued to me on the 25th day of March, 1908, a copy of which is annexed hereto.

At the time the Commission was issued, I was absent in England on a mission to confer with the authorities of Great Britain on the subject of oriental immigration to Canada, and immigration from India in particular. I left for Vancouver as soon as possible after my return to Canada, arriving there on Sunday, the 24th of May. The Chinese Government has not any consular or other representative in Canada. I found, however, on arriving in Vancouver, that Mr. Tung Cheng-Ling, attaché of the Imperial Chinese Legation at London, England, had come to this country to be present at the inquiry, and that Mr. Owyang King, Chinese Consul at San Francisco, and Mr. Moy Bok Hin, Chinese Consul at Portland, Oregon, were also present in Vancouver for the same purpose.

On Monday, the 25th of May, I caused the following notice to be inserted in the three daily newspapers of Vancouver, and a translation of the same notice in the two local Chinese newspapers, one of which appears daily, and the other tri-weekly.

'Public Notice.

'The undersigned, appointed Commissioner under the authority of the Revised Statute Respecting Inquiries Concerning Public Matters, to investigate the losses sustained by the Chinese population in the City of Vancouver, on the occasion of the riots in that city in the month of September, 1907, hereby notifies all parties having claims to present that he will be at Pender Hall, Pender street, between the hours of 10.30 a.m. and 4.30 p.m. on Tuesday, Wednesday and Thursday, the 26th, 27th and 28th inst., respectively, to receive such claims; also, that no claim will be entitled to consideration which is not presented within the time herein specified. The investigation of the said claims will be commenced forthwith, and the undersigned will be prepared to hear the representations of any parties desiring to appear or to be heard before the commission in respect of any or all of the said claims.

W. L. MACKENZIE KING,
Commissioner.

Dated at Vancouver, May 25, 1908.'

The same day I sent a special communication to Mr. George Cowan, K.C., solicitor for the city of Vancouver, drawing his attention to the public notice concerning the investigation of the claims of the Chinese residents. I also had interviews with Mr. Tung Cheng-Ling, Mr. Owyang King, and Mr. Arthur McEvoy, who had been retained as counsel by the several claimants, and informed these gentlemen of the intended method of procedure at the inquiry which was to open on the following day. At the time of the occurrence of the riot in September last, the Vancouver Chinese Board of Trade, a body composed of the leading Chinese merchants, retained the services of Mr. McEvoy to assist in protecting the interests of the Chinese residents, and undertook all the work necessary in estimating the losses and preparing in detail statements of the several claims. Mr. Owyang King was deputed by the embassy at Washington to proceed to Vancouver and act as a special representative of the Chinese Government. While in Vancouver, Mr. Owyang King, with the assistance of the members of the Chinese Board and their solicitor, made a careful estimate of the actual and resultant damages sustained by the Chinese residents, and the amounts of the losses were set forth in individual declarations, notarial copies of which were forwarded to the Chinese Ambassador at London, and were by him transmitted, through the Secretary of State for Foreign Affairs, to the Secretary of State for the Colonies, by whom they were forwarded to the Canadian Government.

When the inquiry opened, Mr. McEvoy appeared on behalf of the Chinese Board of Trade and the several claimants. His Worship, Mayor Bethune, and Mr. Cowan, city solicitor, were present, but took no part in the proceedings. Notarial copies of the several claims, as presented through official channels, were put in by the solicitor on behalf of the several claimants. In presenting these claims Mr. McEvoy pointed out that although the number was considerable, several had been omitted, and asked if any such might be added. As my commission directed me to inquire into all losses, irrespective of whether claims for the same had been made or not, I intimated, as stated in the public notice, that I would be prepared to consider any claim which might be presented within three days of the opening of the Commission. Mr. McEvoy thereupon put in a few additional claims, and a day or two subsequently these were supplemented by another claim put in by Mr. J. K. Macrae, barrister, of Vancouver, on behalf of clients, Chinese residents of Vancouver.

The claims as presented through England amounted in all to $25,774.61, of which amount $2,568.98 was on account of expenses incurred by the Chinese Board of Trade, $3,277.63 for actual damages, and $19,928 for resultant damages. As amended by the addition of new claims and the alteration of amounts in certain of the original claims during the course of the inquiry, the revised total amounted to $26,217.12, of which $3,190.14 was on account of actual damages, and $20,458 for resultant damages. In all there were 227 claims presented, 125 being for actual and 102 for resultant damages.

The sittings of the Commission were held at Pender Hall, Pender street, and the Commission sat continuously from the morning of Tuesday, May 26, to Friday, June 5, inclusive, with the exception of Sunday, May 31. In all 118 witnesses were examined, this number including most of the claimants, the Chief of Police, the Chief Inspector of Police, and one or two other persons. An opportunity was given to anyone who wished to do so, to appear before the Commission and make representations in regard to the subject-matter of the inquiry, irrespective of whether or not a request had been

made for his appearance, but only one citizen volunteered any statement. The examination of the witnesses was conducted by myself as Commissioner, Mr. McEvoy also examining wherever in his opinion it was desirable. Several of the Chinese claimants spoke English fairly well, and it was not necessary to have an interpreter to assist in their examination. Mr. David C. Lew, a recognized interpreter in the courts of Vancouver, acted as interpreter when an interpreter's services were necessary. Mr. F. W. Giddens, of the Department of Labour, acted as secretary, and Mr. F. Evans and Miss Ferguson as stenographers of the Commission.

The evidence taken before a previous Commission appointed to inquire into the losses sustained in the same riot by the Japanese residents was filed as an exhibit, and the same, in so far as it had a bearing upon the existence and extent of the riot and the relative losses of the Chinese and Japanese, was taken into account in assessing the losses of the Chinese residents. The subject in this particular having been exhaustively dealt with in the previous inquiry, there was a considerable saving in the amount of time necessarily devoted to this phase of the investigation. A further economy in time was effected by the statements which accompanied the several declarations, and which set forth in detail the basis on which the amounts claimed had been estimated. These statements had been prepared with care by Mr. Owyang King and Mr. McEvoy at the time the several claims were drawn up in September and October of last year. After a careful examination into each of the several claims, I found that the losses amounted in all to $25,990, of which amount $3,185 was on account of damage to property, $2,569 on account of losses incurred by the Chinese Board of Trade, and $20,236 on account of losses consequent upon the suspension of business and in other ways.

It can serve no useful purpose to set forth in detail the bases on which the several amounts allowed to the respective claimants were arrived at, other than to say that while a strict regard was had for the fact that all payments would be defrayed from public moneys, the trust nature of which cannot be too constantly kept in mind, each claim was considered in the light of the material facts and circumstances, with a view to seeing that full justice was accorded to every claimant.

With the exception of the estimates prepared immediately after the riot by one of the leading hardware companies of the city of Vancouver at the instance of the Chinese Board of Trade, on which estimate the several claims for actual damages were based, there did not appear to be any estimate of actual losses. The civic authorities took no steps to ascertain the amount of damage done; nevertheless the actual damages were easily assessed. They were almost exclusively incurred on account of broken windows, signs and glass, a good portion of the glass being plate. The accuracy of the estimates prepared was vouched for by members of the firm by which they had been made, and was further verified by the production of receipts by the several claimants for amounts expended. In the case of damages to property, the claimant, if a tenant, was allowed the actual loss only where it was shown that it had fallen upon him, and not upon the owner. As with but one or two exceptions, the claimants in the case of damaged property were the owners and Chinese residents, there was not, as in the case of the settlement of the claims of the Japanese tenants for damage done to property owned by white people, the cost of the damage was properly chargeable. In the case of broken plate glass, the several claimants were

questioned in regard to insurance, and an examination made of insurance policies, where such existed, but in no case did it appear that the policies held by them were of such a nature as to entitle the claimants to any compensation from the companies with which they had insured.

In the case of the resultant losses, which were largely in the nature of business losses on account of the necessary cessation at the time of and days immediately following the riot, the accuracy of the several statements presented with the individual claims was vouched for by Mr. Owyang King, under whose supervision the same had been prepared. It was stated by Mr. Owyang King that in the preparation of these statements a careful examination of the books of the several claimants had been made wherever this was thought necessary or desirable. Before the Commission these statements, which related to business being done at the time of the riot, were tested by a comparison with the businesses of the several claimants, as actually existing at the time of the sittings of the commission, as well as by a comparison in each case with the total business of the year, and by a comparison of the business of one firm with that of others claiming like or different amounts. The claimants appear almost without exception to have exercised moderation and a sense of fairness in the amount at which their respective business losses were estimated. In only two cases was a claim made for losses beyond a period of six days. Some of the claimants took account only of losses on account of expenditure for the time during which their places of business had been closed, and omitted any reference to loss of profit during the same time. The only cases in which there was any real difficulty in ascertaining resultant losses was in the amounts claimed for payments to guards in protecting property and for boarding Chinese from different parts of the city, who took refuge in the dwellings of certain of the merchants during the time of the riot and the days immediately following. In assessing these losses, regard was had to the nature of the premises protected and the reasonableness of the number of persons alleged to have been employed or sheltered, and the amounts alleged to have been expended. Except in the case of restaurant keepers who lost some perishable goods, there were few claims for spoiled or damaged merchandise, and there were but one or two claims on account of loss of orders which it was alleged had been cancelled because of not being filled at the time of the riot.

It appears that during the time of the riot, the Chinese residents purchased a considerable quantity of firearms and ammunition. The claimants were quite frank in their admission that these weapons had been purchased for the purpose of defence, and would in all probability, have been used, had further unwarranted attacks been made upon them. As it appeared that there was no necessity for the purchase of these firearms, any amounts claimed for payment on this score were wholly disallowed, as were also sundry small charges for the purchase of lanterns, hose and the like, which some of the claimants alleged they had obtained as means of protecting their property in the event of incendiarism.

The evidence being concluded, I prepared a detailed statement of the amounts which it appeared reasonable to award to the several claimants on account of the actual and resultant damages. A copy of this statement is given as an appendix to this report. On Tuesday, the 9th June, I sent the following message, advising of the total

amount of the losses, and recommending that in addition to the payment of this amount, the sum of $1,000 should be allowed to claimants on account of legal expenses:

'VANCOUVER, June 9, 1908.

'Hon. RODOLPHE LEMIEUX,
'Minister of Labour,
'Ottawa.

'After careful examination into losses of Chinese residents of Vancouver, occasioned by anti-Asiatic riots, I find that total losses, including actual and resultant, amount to $25,990. Claimants have been represented before Commission by counsel, who has materially assisted progress of inquiry. Would recommend that an additional thousand dollars be allowed to claimants on account of legal expenses, making as sum total of amount recommended for payment, $26,990.

'(Sgd.) W. L. MACKENZIE KING,
Commissioner.'

Having received, on the morning of June 11, a telegram informing me that the sums as recommended for payment had been approved by Council, and instructing me to inform Mr. Tung Cheng-Ling, attaché of the Imperial Chinese Legation, that the amount would be put in the supplementary estimates and paid to the claimants as soon as voted by parliament, I sent the following communication to Mr. Tung Cheng-Ling:—

'VANCOUVER, June 11, 1908.

'SIR,—I have the honour to inform you that having made a careful examination, under Royal Commission, into the losses sustained by the Chinese residents of the city of Vancouver, in consequence of the anti-Asiatic riots in September of last year, I have, as directed in my Commission, reported to the Governor General of Canada in Council the result of the investigation so far as relates to the total losses sustained, which I have estimated as amounting to $25,990. I recommended that, in addition to this amount, the sum of $1,000 should be allowed to the claimants on account of legal expenses.

'I have pleasure in further informing you that I have to-day received from Ottawa a telegram stating that Council has approved the sums recommended for payment, and that an amount covering the same will be put in the supplementary estimates to be presented to Parliament at the present session, and will be paid to the claimants as soon as voted.

'I have the honour to be, sir,
'Your obedient servant,

'(Sgd.) W. L. MACKENZIE KING,
'*Commissioner.*

'Mr. TUNG CHENG-LING,
'Attaché to the Imperial Chinese
'Legation of London,
'Vancouver.'

On the 13th of June I received the following communication in reply:

June 13, 1908.

'SIR.—I have the honour to acknowledge the receipt of your favour of the 11th inst., informing me that after having made a careful examination, under Royal Commission, into the losses sustained by the Chinese residents of the city of Vancouver, in consequence of the anti-Asiatic riots of September last year, you have reported to the Governor General of Canada in Council the result of the investigation so far as relates to the total losses sutained, which you have estimated as amounting to $25,990, with the recommendation that an additional sum of $1.000 be allowed to the claimants on acount of legal expenses, and further informing me that you have received from Ottawa a telegram stating that council has approved of the sum recommended for payment, and that an amount covering the same will be put in the supplementary estimates to be presented to parliament at the present session, and will be paid to the claimants as soon as voted.

'I have the honour to inform you that I will communicate the contents of your note to our Minister at London, and I have no doubt that he will be much pleased at the result.

'In the recent inquiries conducted by you, I beg to state that, although officially, neither my colleagues nor myself could have been anything other than that of a spectator, yet personally we were much gratified by the fairness with which the inquiries were made, and for the many courtesies you have shown us we desire to express to you our high appreciation and sincere thanks.'

'I have the honour to be, sir,

Your obedient servant,

(Sgd.) 'TUNG CHENG-LING.'

'To Mr. MACKENZIE KING, C.M.G.,
'Royal Commissioner, &c.,
'Vancouver, B.C.,'

I have made mention of the presence of Mr. Tung Cheng-Ling and other Chinese officials at the sittings of the Commission. Their presence was not only gratifying as an evidence of the appreciation by the Chinese government of the action of the Canadian government in instituting the investigation, but was also salutary as affording to the several claimants an assurance, if any such were needed, that their interests would be fully protected before the commission. I have pleasure in acknowledging their assistance and courtesies wherever opportunity afforded. I desire to make special mention of the important services rendered by Mr. Owyang King in the preparation of the several claims, and of the valuable assistance given the Commission by Mr. McEvoy, the able counsel who appeared on behalf of the several claimants. But for the forethought and good judgment exercised by Mr. Owyang King and Mr. McEvoy at the time of the riots, and in the preparation of the several claims, as well as in their presentation, the duties of the Commission would have been arduous indeed, and the time necessary for investigation considerably prolonged.

In concluding this report I desire respectfully to bring to the attention of Your Excellency in Council a matter of serious significance and importance which was disclosed during the course of the inquiry under the present commission. In the investigation of the different losses, a claim was made for $600 by each of two opium manufacturers on account of loss of business for six days, their places of manufacture having been closed for that length of time in consequence of the riots. I was somewhat surprised at the presentation of claims for losses in such a business. There does not appear, however, to be any existing legislation prohibiting the importation of crude opium, or its manufacture in Canada, and the only restraint upon the manufacture of that article in the city of Vancouver is the municipal regulation requiring the taking out of a license and the payment therefor of a fee of $500 before the manufacture can be carried on within the city limits.

In ascertaining the basis on which the above losses should be computed, I went somewhat fully into the nature and extent of the business of the two concerns on behalf of which claims were presented. I also personally inspected the premises and saw the process by which the manufacture of opium is carried on. In the case of one of these establishments it was stated by the proprietor that he had been engaged in the business for a period of ten years, and was employing, at the time of the riot, ten persons; that his gross receipts from this source alone for the year 1907, totalled $180,000; that his wage bill for the month amounted to $485; and that his estimated net profit, for the year 1907, was $20,000. This was after deducting $5,820 for wages, $1,080 for rent, and $500 for license fee. In the case of the other concern, the proprietor stated that while keping a small store, his main business was that of carrying on the manufacture of opium, in which he had been engaged for a period of twenty-one years; that he was employing, at the time of the riot, nineteen persons; that his gross receipts totalled between $170,000 and $180,000 for the year 1907; that his wage bill for the month amounted to $1,525; and that his estimated net profit for the year 1907 was $15,000, after deducting $18,300, wages, $1,800 for rent, and $500 for license fee.

Both manufacturers stated that they sold to white people as well as to Chinese and other Orientals; that the opium was consumed in different parts of the Dominion; and that, in addition to their own factories, there were three or four other opium factories in the city of Victoria and one in New Westminster, all of which were doing an extensive business.

Regarding it as an anomaly that the Government of Canada should, under any circumstances, be held bound to make good pecuniary losses in an industry so inimical to our national welfare, and having regard to the discretion given me by my commission, I feel it my duty respectfully to submit that the operations of the opium industry in Canada should receive the immediate attention of the parliament of the Dominion, and of the several legislatures ,with a view to the enactment of such measures as will render impossible, save in so far as may be necessary for medicinal purposes, the continuance of such an industry within the confines of the Dominion, and as will assist in the eradication of an evil which is not only a source of human degradation but a destructive factor in national life. This industry, I believe, has taken root and has developed in an insidious manner without the knowledge of the people of this country. Its baneful influences are too well known to require comment. The present would seem an opportune time for the government of Canada and the governments

of the provinces to co-operate with the governments of Great Britain and China in a united effort to free the people from an evil so injurious to their progress and well-being. Any legislation which may be directed to this end, will have the hearty endorsement of a large proportion of the Chinese residents of this country, who, as members of an Anti-Opium League, are doing all in their power to enlighten their fellow citizens on the terrible consequences of the opium habit, and to suppress, as effectually as possible, the traffic which, for so many years, has been carried on with impunity.

All of which is respectfully submitted.

(Sgd) W. L. MACKENZIE KING,
Commissioner.

Dated at Ottawa the 26th day of June, 1908.

APPENDIX.

Statement showing amounts allowed claimants for actual losses:—

Chinese Empire Reform Association, Shanghai St. (also 529 Carrall St.)	21 55
Chow Lee Co., 75 Dupont St.	1 20
Chung Kee Co., 530 Carrall St.	71 00
Look Chai Yuen Co., 517 Carrall St.	52 30
Fongcum Co., 100 Hastings St.	177 30
Gim Lee Yuen Co., 565 Carrall St.	228 70
Gin Sing Wo Co., 732 Westminster Ave.	120 00
Hai Hing Lung Co., 513 Carrall St.	20 00
Hang Foo Low Co., 533 Carrall St.	5 00
Ho Chong, care Chinese Board of Trade	20 25
Hong On Jung Co., 559 Carrall St.	112 50
Hung Fong Co., 550 Carrall St.	15 80
Hung Hing Chan Co., 500 Carrall St.	13 00
King Hung Co., 24 Dupont St.	8 00
King Fung Co.	22 75
Kong Hing Co., 534 Shanghai St.	12 00
Kwong Wo Lung Co., 13 Pender St.	28 60
Kouan Yee Gee Co., 529 Carrall St.	2 75
Kwong Yuen & Co., 539 Westminster Ave.	33 50
Kong Yuen, 26 Pender St.	3 25
Lee Kar, 45 Dupont St.	63 45
Lee On Co., 45 Dupont St.	40 00
Lee Yuen Co., 37 Dupont St.	11 25
Lun Chong Co., 17 Dupont St.	37 30
Loo Gee Wing, 45 Dupont St.	153 00
Lee Wai, 437 Carrall St.	14 25
Man Chung Lung Co., 81 Dupont St.	2 75
Man Hung Low Co., 513 Carrall St.	19 00
Man On Tong Co., 511 Carrall St.	10 00
Mee Wo Co., 25 Dupont St.	12 25
Mee Yuen Co., 32 Dupont St.	58 00
Mow Sang Co., 26 Canton St.	12 65
Old Gim Lee Yuen Co., 32 Dupont St.	7 60
Quong Ching Co., 31½ Dupont St.	19 00
Quong Hop Co., 104 Dupont St.	1 80
Quong Man Sang Co., 551 Carrall St.	37 40
Quong Wo Yuen Co., 67 Dupont St.	16 30
Quong Ying Chong, 543 Carrall St.	2 95
Sam Kee, 133 Carrall St.	156 80
Sang Chong Co, 94 Dupont St.	4 50
Sing Lee Co., 445 Carrall St.	0 60
Sing Lee Wah Co., 430 Columbia Ave.	28 50
Sang Lung Co., 534 Carrall St.	17 60
Sui Ying Chong Co., 553 Carrall St.	2 10
Sun Tai Co., 545 Carrall St.	19 85
See Lee Wo Co., 1 Canton St.	18 30
Sun Wo Co., 34 Pender St.	27 20
Son Toy & Kwan Luke, 531 Hastings St.	23 00
Tai Sing Co., 19 Pender St.	88 25
Tai Wo Chong Co., 554 Shanghai St.	67 80
Sam Sing, 1 Canton St.	335 00
Wah Hing Co., 27 Dupont St.	3 75
Wah Lung Chang Co., 510 Carrall St.	6 80
Wah Yick Jung Co., 548 Shanghai St.	64 00
Wing Jung Yuen Co., 1 Dupont St.	31 45
Wing Get Chung Co., 17 Pender St.	34 70
Wing Lee Lung Co., 552 Shanghai St.	40 00
Wing Mow Co., 102 Dupont St.	4 35
Wing Hong On Co., 38 Pender St.	11 15
Wing Sang Co., 51 Dupont St.	135 40
Wo Sang Co., 50 Hastings St.	18 50
Wo Sang, 50 Hastings St.	67 60
Wo Yuen Co., 134 Dupont St.	60 00
Yee Sang, 14 Canton St	10 00
Yet Sing Co., 16 Hastings St.	2 00
Yick Wo Co., 13 Dupont St.	27 60
Yuen Yuen Co., 31 Dupont St.	27 00
Yuen Sun Low Co., 529 Carrall St.	14 00
Yuen Chong	48 75
Total	$ 3,185 00

APPENDIX—*Continued.*

Statement showing amounts allowed claimants for resultant losses:—

Bow Yuen Co., 26½ Dupont St.	$ 150 00	Quong Fong Low, 26 Dupont St.	580 00
Ching Chung Co., 574 Shanghai St.	120 00	Quong Hop Co., 104 Dupont St.	40 00
Chow Lee Co., 75 Dupont St.	60 00	Quong Ling Hing Co., 79 & 83 Dupont St.	265 00
Chung Kee Co., 530 Carrall St.	200 00	Quon Man Sang Co., 551 Carrall St.	230 00
Fook Chui Yuen Co., 547 Carrall St.	160 00	Quong Sing Co., 522 Carrall St.	130 00
Fongoun Co., 100 Hastings St.	350 00	Quon Wo Yuen Co., 67 Dupont St.	200 00
Gin Sing Wo Co., 732 Westminster Ave.	300 00	Quong Ying Chong, 543 Carrall St.	80 00
Gim Lee Yuen Co., 565 Carrall St. (also 36 Dupont St.)	490 00	Sam Kee Co., 433 Carrall St.	847 00
Hai Hing Lung Co., 513 Carrall St.	230 00	See Lee Wo Co., 1 Canton St.	264 00
Hing Kee, 45 Pender St.	150 00	Sang Chong Co., 94 Dupont St.	350 00
Hing Lung Co., 9 Pender St.	80 00	Sing Lee Co., 445 Carrall St.	100 00
How Kow & Chinese Board of Trade, 42 Pender St.	160 00	Sing Lee Wah, 430 Columbia Ave.	160 00
Hip Sing Co., 4 Dupont St.	100 00	Sang Lung Co., 534 Carrall St.	280 00
Hip Tuck Lung, 4 Dupont St.	600 00	Sui Ying Chong Co., 553 Carrall St.	80 00
Hung Hing Chan Co., 500 Carrall St.	400 00	Sun Tai Co., 545 Carrall St.	160 00
Hop Yick Lung Co, 566 Shanghai St.	100 00	Tai Chung Co., 409 Columbia Ave.	250 00
Hang Foo Low Co., 533 Carrall St.	200 00	Tai Fung Lung Co., 28 Dupont St.	180 00
Hong On Jung Co., 557 Carrall St.	250 00	Tai Sing Co., 19 Pender St.	500 00
Hung Fong Co., 550 Carrall St.	60 00	Tai Wo Chong Co., 554 Shanghai St.	200 00
Jung Quan, 67 Dupont St.	80 00	Thomas Kee & Co., 110 Hastings St.	161 00
Kee Sing, 607 Westminster Ave.	150 00	Tong Lee Co., 411 Columbia Ave.	100 00
King Fung Co., 517 Carrall St.	600 00	Tong Sing Tai Co., 542 Carrall St.	120 00
King Hung, 24 Dupont St.	200 00	Wah Chan & Co., 25 Pender St.	120 00
Kue Lee, 111 Dupont St.	200 00	Wah Lung Chang Co., 510 Carrall St.	100 00
Hong Hing Co., 534 Shanghai St.	60 00	Wah Tin Lock, Shanghai St.	1,200 00
Kong On Co., 557 Carrall St.	96 00	Wah Yick Jung Co., 548 Shanghai St.	200 00
Kung Yuen Co., 1 Shanghai St.	96 00	Wah Hing Co., 27 Dupont St.	40 00
Kwong Wo Lung Co., 13 Pender St.	360 00	Wing Chin Tong Co., 538 Carrall St.	65 00
Kouan Yee Gee Co., 529 Carrall St.	120 00	Wing Jung Yuen Co., 1 Dupont St.	242 00
Kwong Yuen & Co., 539 Westminster Ave.	180 00	Wing Get Chung Co., 17 Pender St.	275 00
Lai Fong Co., 109 Dupont St.	40 00	Wing Hing Co., 534 Shanghai St.	80 00
Lun Chong Co., 17 Dupont St.	160 00	Wing Lee Lung Co., 552 Shanghai St.	160 00
Lee On Co., 45 Dupont St.	200 00	Wing Mow Co., 102 Dupont St.	100 00
Lee Fook & Chinese Board of Trade, 430 Carrall St.	60 00	Wing Sing Co., 77 Dupont St.	85 00
Lee Sing Co., 50½ Hastings St.	125 00	Wing Hong On Co., 38 Pender St.	275 00
Lee Yuen, 37 Dupont St.	600 00	Wing Yuen Co., 16 Dupont St.	160 00
Lin Wo Co., 85 Dupont St.	250 00	Wo On Co., 34 Hastings St.	120 00
L. W. Transfer Co., 557 Carrall St.	200 00	Wo Sang Co., 50 Hastings St.	300 00
Man Chung Co., 567 Carrall St.	75 00	Wo Yuen Co., 134 Dupont St.	80 00
Man Chung Lung Co., 81 Dupont St.	130 00	Wing Sang Co., 51 Dupont St.	550 00
Mark Long & Co., 23 Hastings St.	200 00	Yee Sang, 14 Canton St.	20 00
Man Hung Low Co., 513 Carrall St.	200 00	Yee Yee Quong Co., 556 Shanghai St.	150 00
Man On Tong Co., 511 Carrall St.	150 00	Yat Lam Kin Co., 516 Carrall St.	120 00
Mee Wo Co., 25 Dupont St.	160 00	Yick Wo Co., 13 Dupont St.	80 00
Mee Yuen Co., 32 Hastings St.	160 00	Yick Yuen Co., 437 Carrall St.	200 00
Mow Sang Co., 26 Canton St.	80 00	Yick Sun Low Co., 529 Carrall St.	160 00
On Kee Co, 434 Columbia Ave.	160 00	Yuen Sing Co., 136 Dupont St.	135 00
Quong Ching Co., 31½ Dupont St.	80 00	Yuen Yuen Co., 31 Dupont St.	240 00
		Yet Sing Co., 16 Hastings St.	50 00
		Yuen Wah, 5 Pender St.	200 00
		Young Sun Co., 534 Pender St.	120 00
		Total	$ 20,236 00

Chinese Board of Trade	$ 2,569 00
Also—	
Allowance on account of legal expenses	1,000 00
Total allowed on actual claims	3,185 00
Total allowed on resultant claims	20,236 00
Total	$26,990 00

REPORT

BY

W. L. MACKENZIE KING, C.M.G.

DEPUTY MINISTER OF LABOUR

COMMISSIONER

APPOINTED TO INVESTIGATE INTO THE

LOSSES SUSTAINED BY THE JAPANESE POPULATION OF VANCOUVER, B.C.

ON THE OCCASION OF THE RIOTS IN THAT CITY IN SEPTEMBER, 1907

PRINTED BY ORDER OF PARLIAMENT

OTTAWA

PRINTED BY S. E. DAWSON, PRINTER TO THE KING'S MOST EXCELLENT MAJESTY

1908

]No. 74*g*—1908.]

ROYAL COMMISSION.

Commissioner: W. L. Mackenzie King, C.M.G.,

Deputy Minister of Labour.

Counsel representing Japanese Claimants: Howard J. Duncan, Esq.

Interpreter: T. I. Nagao.

Stenographer: Francis W. Giddens,

Department of Labour.

To His Excellency the Right Honourable Sir Albert Henry George, Earl Grey, Viscount Howick, Baron Grey of Howick, in the County of Northumberland, in the Peerage of the United Kingdom, and a Baronet; Knight Grand Cross of the Most Distinguished Order of Saint Michael and Saint George, &c., &c., Governor General and Commander in Chief of the Dominion of Canada.

May it Please Your Excellency:

The undersigned has the honour to submit to Your Excellency the report of W. L. Mackenzie King, C.M.G., Deputy Minister of Labour, as Commissioner appointed to inquire into the losses and damages sustained by the Japanese population in the city of Vancouver in the province of British Columbia.

All of which is respectfully submitted.

(Sgd) RODOLPHE LEMIEUX,
Minister of Labour.

Ottawa, June 26, 1908.

COMMISSION:

Appointing William Lyon Mackenzie King, C.M.G., M.A., LL.B., a Commissioner to inquire into the losses and damages sustained by the Japanese population in the city of Vancouver, in the province of British Columbia.

GREY. (Seal.) CANADA.

Edward the Seventh, by the Grace of God of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, King, Defender of the Faith, Emperor of India.

To all to whom these Presents shall come, or whom the same may in anywise concern. Greeting:

WHEREAS in and by an Order of our Governor General in Council bearing date the twelfth day of October in the year of Our Lord, one thousand nine hundred and seven (copy of which is hereto annexed) provision has been made for an inquiry by our Commissioner therein and hereinafter named, into the losses and damages sustained by the Japanese population in the city of Vancouver in the province of British Columbia on the occasion of the recent riots in the said city.

Now Know Ye, that by and with the advice of our Privy Council for Canada, we do by these presents, nominate, constitute and appoint William Lyon Mackenzie King, C.M.G., M.A., LL.B., of the city of Ottawa, in the province of Ontario, Deputy Minister of Labour, to be our Commissioner to conduct such inquiry.

To have, hold, exercise and enjoy the said office, place and trust unto the said William Lyon Mackenzie King, together with the rights, powers, privileges, and emoluments unto the said office, place, and trust of right and by law appertaining, during pleasure.

And We do Hereby, under the authority of Part I, of the Inquiries Act, Chapter 104, Revised Statutes, 1906, confer upon our said Commissioner, the power of summoning before him any witnesses and of requiring them to give evidence on oath, or on solemn affirmation, if they are persons entitled to affirm in civil matters, and orally or in writing, and to produce such documents and things as our said Commissioner shall deem requisite to the full investigation of the matters into which he is hereby appointed to examine.

And We do Hereby require and direct our said Commissioner to report to our Governor General in Council the result of the investigation, together with the evidence taken before you, and any opinion you may see fit to express thereon.

In Testimony Whereof we have caused these our Letters to be made Patent and the Great Seal of Canada to be hereunto affixed: Witness, Our Right Trusty and Right

Well-beloved Cousin the Right Honourable Sir Albert Henry George, Earl Grey, Viscount Howick, Baron Grey of Howick, in the County of Northumberland, in the Peerage of the United Kingdom, and a Baronet, Knight Grand Cross of Our Most Distinguished Order of Saint Michael and Saint George, etc., etc., Governor General and Commander in Chief of our Dominion of Canada.

At our Government House, in our City of Ottawa, this twelfth day of October, in the year of Our Lord, one thousand nine hundred and seven, and in the seventh year of our Reign.

By Command.

(Signed) R. W. SCOTT,
Secretary of State.

(Signed) A. B. AYLESWORTH,
Attorney General,
Canada.

REPORT OF W. L. MACKENZIE KING, C.M.G.,

Commissioner, appointed to inquire into the Losses and Damages sustained by the Japanese population in the city of Vancouver in the province of British Columbia, on the occasion of Riots in that city in September, 1907.

To His Excellency the Governor General in Council:

I have the honour to submit the following report on the results of my investigation into the losses and damages sustained by the Japanese population in the city of Vancouver, B.C., occasioned by the anti-Asiatic riot of September, 1907, which investigation was undertaken in pursuance of the Royal Commission issued to me on the 14th day of October, 1907, a copy of which is annexed hereto.

The riot to which reference is made in the commission occurred in the foreign quarter of the city of Vancouver on Saturday, September 7, 1907, and was followed by considerable unrest among the Orientals of the city during the days immediately following. A claim on behalf of the Japanese residents of the city of Vancouver for losses incurred was presented on October 7, to the Dominion government, on behalf of the government of Japan, through Mr. T. Nosse, His Imperial Japanese Majesty's Consul General, resident at Ottawa. The losses were estimated at a sum amounting to $13,519.45, of which $2,405.70 was claimed for actual damage to property, and $11,113.75 as resultant or consequential damages.

Having received with my commission copies of the correspondence between Mr. Nosse and the Canadian government in reference to this matter, I immediately called upon Mr. Nosse and informed him of my appointment. I arranged for the insertion of a public notice in the Japanese papers of Vancouver, informing the Japanese residents of that city of the investigation to be held, and requesting parties who desired to present claims to appear on certain specified days. The insertion of this notice, which appeared in the Japanese papers on the following day, was arranged by telegram through the good offices of Mr. Nosse and Mr. K. Morikawa, His Imperial Japanese Majesty's Consul, resident at Vancouver. I left Ottawa on October 14 and arrived in Vancouver on Sunday, the 20th. On Monday, the 21st instant, I caused the following notice to be inserted in the local newspapers in the city of Vancouver:—

'Public Notice.

'The undersigned, appointed Commissioner under the Inquiries Act, Chapter 104, Revised Statutes, to conduct an inquiry into the losses and damages sustained by the Japanese population in Vancouver, on the occasion of the recent riots in this city, hereby notifies all parties having claims to present, that he will be at Pender Hall, Pender street, between the hours of 10.30 a.m. and 4.30 p.m., on Tuesday, Wednesday and Thursday, the 22nd, 23rd and 24th instant respectively, to receive such claims; also that no claim

will be entitled to consideration which is not presented within the time herein specified. The examination and taking of evidence in respect of said claims will be commenced forthwith, and the undersigned will be prepared to hear the representations of any parties desiring to appear or be heard before the commission in respect of any or all of the said claims.

'(Sgd). W. L. MACKENZIE KING,

'Commissioner.'

Dated at Vancouver, October 21, 1907.'

On the same day I sent the following communication to Mr. George Cowan, K.C., solicitor for the city of Vancouver:—

'VANCOUVER, B.C., October 21, 1907.

'SIR,—I beg to inform you that having come to Vancouver as Commissioner appointed under the Inquiries Act, Chapter 104, Revised Statutes, to conduct an inquiry into the losses and damages sustained by the Japanese population on the occasion of the recent riots in this city, I am giving public notice to all parties having claims to present that I will be in Pender Hall, Pender street, between the hours of 10.30 a.m. and 4.30 p.m. on Tuesday, Wednesday and Thursday, the 22nd, 23rd and 24th instant, respectively, to hear and receive such claims; also, that no claim will be entitled to consideration which is not presented within the time herein specified. Also, that the examination and taking of evidence in respect of said claims will be commenced forthwith, and that any parties will have a right to appear, who may desire to be heard before the Commission in respect of any or all of the said claims.

I have the honour to be, sir,

Your obedient servant,

(Sgd.) W. L. MACKENZIE KING,

Commissioner.

GEO. COWAN, ESQ.,
Solicitor for City of Vancouver,
Vancouver, B.C.'

The sittings of the Commission were held at Pender Hall, Pender street, the first sitting being on the morning of Tuesday, October 22. From that day sittings were held continuously as follows: October 23, 24, 25, 26, 30 and 31, and November 1, 2, 4 and 5, both morning and afternoon sessions being held on most of the days mentioned. Mr. Howard J. Duncan appeared as counsel for the Japanese government. The Dominion government not being represented by counsel, the examination in chief of the several claimants and witnesses was conducted by myself as Commissioner. Mr. Duncan presented the several claims and assisted in the examination of witnesses. Mr. Cowan, city solicitor, was present at the opening of the inquiry, but stated that as the purpose of the investigation was to assess damages and not to determine the question of liability as to their payment, he had been instructed by the city not to appear. Mr. Morikawa, His Imperial Japanese Majesty's Consul, was present through-

out the inquiry, but with the exception of making a statement before the Commission in reference to the claims presented took no part in the proceedings. Mr. F. W. Giddens, of the Department of Labour, acted as stenographer, and Mr. T. I. Nagao as interpreter. In all, 80 witnesses were examined, which number included the several claimants, the Chief of Police and other civic officials, the architect who had prepared the estimate of damages to property, those who had assisted in this work, and one or two other persons. Each claim was accompanied by a statutory declaration setting forth particulars in regard to the amount, and in the case of actual damages, photographs showing the damage done to the premises of the several claimants were also put in. There were 107 claims in all, 54 being for actual, and 53 for resultant or consequential losses.

The hearing of evidence was concluded on November 5. By the 8th of the month the statement annexed hereto, showing the amounts to which, in my opinion, the several claimants were entitled, had been prepared, and on the same day, I informed Your Excellency in Council, through the Honourable the Secretary of State, of the total losses as estimated as a result of the investigation. This sum was fixed at $9,036, of which $1,553.58 was on account of actual damages, and the balance on account of resultant losses. The Japanese consulate did not present any account for expenses incurred in preparing estimates of claims, or for the professional services of counsel who appeared before the Commission on behalf of the Japanese government. As the careful preparation of the estimates and claims, and the presence of counsel, greatly facilitated the examination, I was of the opinion that the consulate should be reimbursed the amount expended therefor, and that an allowance should be made on account of legal expenses. I therefore recommended, in the communication to the Honourable the Secretary of State, that in addition to the payment of the above amount, the Japanese consulate should be reimbursed the sum of $600, expended in the preparation of estimates and claims, and be allowed on account of legal expenses a sum of one thousand dollars. I further recommended that the claimants should be reimbursed the sum of $189, expended by them in declaring their claims. On November 13, I received a communication by wire, informing me that the several sums as recommended for payment had been approved by Council; and directing me to issue cheques to the several claimants in payment of their losses; also stating that the necessary funds for this purpose had been placed to my credit in the Bank of Montreal at Vancouver. Having made payment of the several claims, I obtained from each of the parties a release in the following form:—

> 'KNOW ALL MEN BY THESE PRESENTS, that I,. . . . . .
> . . . . . .of the city of Vancouver, in the district of Burrard, in the province of British Columbia, for and in consideration of the sum of. . . . . .dollars, to me in hand paid by the government of the Dominion of Canada, in full of all claims for damages or otherwise, which I have had or might or could have, by reason of injuries to me and to my property and business or trade or calling, arising out of riots or disturbances in the said city of Vancouver, on or about the 7th day of September, 1907, against the said government, or against the government of the said province of British Columbia, or against the municipal corporation of the said city of Vancouver, or against any other corporate body or person or persons whereso-

ever within the Dominion of Canada, have remised, released and forever discharged, and by these presents do for myself, my heirs, executors, administrators and assigns, remise, release and forever discharge the said governments, the said municipal corporations, and all other bodies corporate and persons whomsoever and their legal representatives, of and from all and all manner of action and actions, cause and causes of action, suits, debts, dues, sums of money, claims and demands whatsoever at law or in equity, which I have had, or now have, or which I or my heirs, executors, administrators or assigns might or could have against the said governments, municipal corporations, bodies corporate or persons, or any of them, by reason or on account of, or in connection with, my said claims for damages above mentioned.

'IN WITNESS WHEREOF I have hereunto set my hand and seal this.. .. ..day of.. .. ..A.D. 1908.'

'Signed, Sealed and Delivered
in the presence of'

The evidence taken before the Commission will illustrate in a sufficiently comprehensive manner the bases on which the amounts allotted to the several claimants were estimated. It is not necessary, therefore, to more than indicate in this report, the nature of the investigation, and the points to which it was necessary to direct special attention. Most of the claims presented appear to have been fair and reasonable. The fact that there is a difference of some $4,500 between the total amount claimed and the total amount awarded, is to be accounted for by somewhat exorbitant claims made by one or two merchants for alleged losses in business, and more or less excessive claims made by some of the Japanese boarding-house keepers, who claimed indemnity for a time exceeding that for which it appeared reasonable to make an allowance, or who, in hiring guards for the protection of their property during the time of the riot and the days immediately succeeding, failed to exercise reasonable judgment in the amounts they expended on this score. It would appear, however, that the more responsible persons of the Japanese community in Vancouver, and, in particular, the merchant class, fixed with moderation the amount of the loss for which compensation was requested. In individual cases the amounts would indicate that the claimants had in mind an 'amende honorable,' in the nature of some recognition rather than full compensation of actual losses or damages sustained.

At the time of the riot the Japanese consulate in Vancouver took immediate steps to ascertain the extent of the damage done to the several properties of the Japanese residents in the city. The services of a competent architect were retained to ascertain the actual damage and estimate the consequent loss. The consulate also retained a solicitor to assist in the preparation and declaring of the several claims, and the information thus collected was duly placed before the Commission. The civic authorities of Vancouver did not take any steps to ascertain the amount of the damage occasioned by the riot. With the exception, therefore, of the statement prepared at the instance of the Japanese consulate, there was no guide to the actual losses other than the sworn statement of the several claimants, and the receipts produced by them for expenditures incurred in making good the damage to their property. As receipts were produced in all cases save those in which repairs had not been made at the time

the Commission was sitting, there was not the trouble of assessing the losses on this score, which might otherwise have been occasioned. The one difficulty which presented itself was that of estimating the amount to be allowed a tenant, where the owner of the property was a person other than a Japanese resident of the city. In all such cases a careful examination was made of the terms of tenancy and damages were allowed to the extent to which there was reason for believing that the losses incurred would fall upon the Japanese claimant. In the case of the actual damages, the estimate submitted was somewhat in excess of the amount subsequently expended in making repairs. With the preparation of this estimate the several claimants had had nothing to do, and the difference in amount was one which a British subject assessing losses under the circumstances, might have reasonably conceded, in the absence of specific contracts or actual receipts. In estimating the resultant or consequential damages, special regard was had to the evidence of the civic authorities in regard to the nature and effect of the disturbances, as well as to the peculiar circumstances in which the Japanese colony in Vancouver found itself placed in consequence of the unexpected and unprovoked nature of the attack made upon it. In some cases a personal visit was made to the premises and an inspection had of the books of the claimants.

I desire to gratefully acknowledge the assistance given and the many courtesies extended throughout the inquiry and during my stay in Vancouver, by Mr. Morikawa and the members of the Japanese consulate. While Mr. Morikawa took no part in the proceedings before the Commission, he was unsparing in his efforts to facilitate and expedite the inquiry, and but for the careful manner in which he anticipated in many particulars the needs of the Commission, it is certain that the investigation would have been materially prolonged. To Mr. Howard J. Duncan, the able counsel of the Japanese government, the thanks of the Commission are also specially due, both for the care with which he advanced and safeguarded the interests of the several claimants, and for the assistance given in eliciting facts relevant to the subject of the inquiry.

At the conclusion of the inquiry, the following communications in regard to the award of the Canadian government were exchanged between Mr. Morikawa and myself:—

VANCOUVER, B.C., November 15, 1907.

'DEAR SIR,—On behalf of the Government of Canada, I beg to inclose a cheque for the sum of $1,600, authorized by Order in Council, and payable to the order of His Imperial Japanese Majesty's Consulate at Vancouver, being an allowance of $1,000 on account of legal expenses and reimbursement to the amount of $600 for amounts expended by the Japanese Consulate in the preparation of estimates and claims of losses and damages sustained by the Japanese population in the recent riots in the city of Vancouver and the presentation of these claims before the Royal Commission appointed to inquire into the said losses and damages.

'The Japanese Consulate at Vancouver has not presented any account for expenses incurred in the preparation of estimates and claims, or for professional services of counsel who appeared before the Commission on behalf of the Japanese government. When, as Commissioner appointed to inquire into the losses and damages sustained by the Japanese population in

Vancouver, I requested you to kindly let me have a statement of the amounts expended by the Japanese Consulate, you intimated, in reply, that it was not your intention or the desire of the Japanese Consulate to allow a consideration by the Government of Canada of any expenses which the Consulate may have incurred in the preparation and presentation of claims made on behalf of the Japanese population in Vancouver.

'As you are aware, the careful preparation of estimates and claims and the presence of counsel greatly facilitated the inquiry. This of itself, in the opinion of the Dominion Government, is a sufficient reason why all such outlays should be fully met. I have, therefore, to express the hope that on further consideration, you will find it possible to accept the inclosed cheque on account of expenses incurred by the Japanese Consulate in this connection.

'The government has, by Order in Council, also authorized the payment of the sum of $9,036, on account of losses and damages sustained by the Japanese population in the recent riots, and the reimbursement to claimants of the sum of $139, expended by them in declaring their claims. Cheques in payment of the amounts due the several claims are at present being made out in accordance with the amount assessed as a result of the inquiry under Royal Commission just concluded. These cheques I hope to be in a position to hand to the several claimants sometime to-morrow.

'I am, dear sir,

'Very respectfully yours,

'Sgd.) W. L. MACKENZIE KING,

'M. KISHIRO MORIKAWA, *'Commissioner.'*

'His Imperial Japanese Majesty's Consul,

'Vancouver, B.C.'

'HIS IMPERIAL JAPANESE MAJESTY'S CONSULATE,

'VANCOUVER, B.C., November 19, 1907.

'SIR,—Permit me on behalf of my government, to thank you for your letter of the 15th instant, inclosing a cheque of $1,600 as an allowance for expenses, legal and incidental, to my government, in connection with the preparation and investigation of claims by Japanese residents for damages to their property in the unfortunate riot of the 7th September. I also thank you for the notification of the allowance of $9,036 and costs of declaring claims by the Canadian government for the payment of losses and damages sustained by the Japanese residents in the riot.

'I cannot too strongly express the satisfaction and approval of my government in your award and adjustment of the losses and damages sustained by the Japanese residents here, a feeling, I am sure, shared by every claimant. If I may be permitted to say anything of a personal character, I would assure you that the great skill, unvarying patience and urbanity which marked your conduct of the Commission, has done much to restore the feeling of my countrymen here that the Canadian government and the people of Canada are opposed to every element whose purpose is to defy the ordinary rules of decency in life, and the wider laws which bind nations in friendly accord.

'While appreciating the high and honourable motives which have prompted you and your government to send me the cheque for $1,600, I regret that it is impossible for my government to accept a reward for protecting the interests and property of the subjects of Japan. This, and this only, is my reason for returning to you the cheque for $1,600.

'You may assure your government of my grateful acknowledgment of their generous course, a policy which, I am sure, will make for an increase of good feeling between our peoples.

'I have the honour to be, sir,
'Your obedient servant,

'(Sgd.) K. MORIKAWA,
'*H. I. Japanese M.'s Consul.*

'W. L. Mackenzie King, C.M.G.,
'Commissioner,
'Vancouver.'

The friendly sentiments to which the letter of the Japanese Consul herein quoted gives expression were also a feature of the address of Mr. Duncan, the counsel of the Japanese government, at the last session of the Commission. Inasmuch as this report contains little or no mention of the riot, of which the present inquiry was a consequence, or of the light in which the occurrence was viewed by the Japanese and Canadian peoples respectively, it may be fitting to quote, in conclusion, Mr. Duncan's remarks and what was said in reply. Japan and Canada will gladly forget an incident so sincerely deprecated by the peoples of both countries; they will cherish, however, the many expressions of reciprocal good-will of which the incident furnished the occasion.

Mr. Duncan said:—

'Mr. Commissioner, on behalf of the Government of Japan, as counsel for them, on behalf of the Japanese residents of Vancouver, I beg to thank you for the very cordial, patient, and attentive manner with which you have dealt with the evidence of what must have been to you a very tiresome class of witnesses, by reason of the interpretation of their evidence being necessary, to assure you that those who have been affected by this deplorable riot have the greatest and fullest confidence in the fairness and correctness of the judgment which you will render in this case. It is a matter, also, for congratulation, with the relationship which exists between the British Empire and the Empire of Japan, that this matter has been approached by the subjects of Japan in this city without any manner of feeling, without anything but the greatest consideration for the maintenance of good feeling between themselves and the other residents of this city. Whatever feeling may exist in unhappy matters of this sort, I am advised and instructed by the Japanese residents of this city, that they have no feeling of enmity, no feeling but that of kindness and regard for the people of the city of Vancouver. They look upon this unhappy incident, not as the outcome of racial feeling by the white population of this district against them; they look upon it rather as

the result of agitation by people who have not that regard for the maintenance of good feeling in this country, but who for the purpose of creating a condition, have, inadvisedly, they believe, attempted to create a feeling of antagonism to them. They cannot believe that the sober, self-respecting, honourable man who has been brought up with the glorious privileges and benefits which the educational system of a country such as this gives, of the splendid advantages of the teachings of religion and of principles of honour and truth, that those who have had the beneficent influences of the higher civilization for eighteen hundred years, could wantonly and without provocation, for the exclusive purpose of venting an unholy passion, attack a defenceless and law-abiding people. The teachings of history all tell us that the decadence of a people begins when and so soon as they provoke within their midst a feeling of racial hatred. There is nothing that saps the integrity of a nation, that destroys the beauty and the perfection of civilization such as the persecution of a people because they hold different religious tenets, or because they are sprung from a different race. Because He was born of a different race, He suffered death that all men might live, and if there is any virtue in this great civilization of the western world due to the teachings of the Christian religion, these virtues make for what is known as the brotherhood of man, no matter what race or from what class he may spring. True, we have instances in which warfare plays her part, of where race struggles against race for dominance, but never has it been known where races and peoples are allies and friends and serving each other in the great purpose of the world, that one attempts the growth and development of a feeling of racial hatred.

'The people of Japan, before western civilization had touched her borders, had their own peculiar civilization of a very high order among the eastern nations of the world, but through the pledges of an Anglo-Saxon people, the British people and the American peoples, they opened their doors that the American and the British subject could come in amongst them, and could teach them this new civilization, this higher life which we boasted we had, and the result was that the Japanese people cast aside their old civilization and began to take upon themselves the civilization of the western world. Millions of money have been subscribed by the British people and by the American people for the purpose, and the exclusive purpose, of sending to the shores of Japan, missionaries of every denomination, church and sect, known to the Christian religion, and it is to the religious teachings of the Christian faith amongst the Japanese people, and the introduction of the arts and sciences of the western world, and the beneficent influences of commerce and contact with the citizen of the United States and Great Britain, that the Japanese have developed within fifty years to be one of the first powers of the earth. And I say it speaks well for western civilization, it speaks well for the British Empire and the American people, that they found a people like the Japanese who were capable of taking upon themselves the the resonsibilities which we of this western world practically forced upon their attention. And from instances within our own recollection, the Japanese have shown not only in the arts of peace, in the capacity of their men's

intellect, but in the still more glorious—or deemed more glorious—work, they have shown themselves to be capable defenders of their honour and their country. In the recent struggle between Japan and Russia, so great, so wonderful was their equipment, was the effectiveness of their general military system, and of their naval tactics, that the world which had before then looked upon them askance and with doubt, are to-day their strongest and most determined admirers. But referring to the softer side of their natures, we know that during the trouble we had in South Africa, when day after day reports came that our army was in trouble and distress, the Japanese residents of this city voluntarily took up a subscription amongst themselves, exclusively to lend aid and assistance to the Canadian volunteers who went forth from this Dominion to assist the mother country in her great struggle for supremacy on the continent of Africa. In every feature of a public character in this city they have upon all occasions shown themselves anxious to play their little part, and play it honourably, to assist in any project which was gotten up for the benefit of this city.

'These remarks are forced upon me in considering the question of the security the Japanese residents of this city felt on the deplorable night of the 7th of September. There can be no question that in their district, with their wives and children about them, plying their callings in the ordinary and usual way, relying upon the good sense of the people of the city, and the security which that good sense meant to them, there can be no doubt that they were lulled practically into what has turned out to be a false position. But far be it from the local Japanese to lay any blame upon the city council or upon the citizens of Vancouver, because they feel that neither the government of this city, nor the people of this city are imbued with any feeling of hatred against them. But the fact remains they felt they were secure, and they felt they were secure because they knew they were under the law of our country, because they knew, from fifty years of experience as a nation, that if there is one thing that British government stands for, it is the protection of life and of property, and for the principle that a man who does no wrong against the laws of the country, is protected under the British flag.

'The Japanese residents of this city now feel secure under the protection of the British flag, and they, through me, appeal to the better nature and to the good sense of the people of this city to ensure to them what they believe, namely, that there is no feeling of hatred or of malice among the people of this city against them. And I am sure, as a British subject, that the people of this city are not going to permit any other feeling than a feeling of respect and regard for the Japanese people, so long as they observe the laws of this country, and behave themselves as good and respected citizens.

'It is a matter of small consequence to the Japanese residents of this city, this matter of damages. It is a matter of considerable consequence and considerable importance to them that their national pride, the same pride that a British subject feels because he is a British subject, should be injured or affected. The love of country is one of the strongest and noblest passions that can move a mortal. And the man who decries or sneers at anyone because of his pride of the country of his birth, is a man who, whatever excellent

training he may have had, or whatever fine intellectual accomplishments he may have attained, is wanting in the highest and noblest attribute that goes to the making up of the full stature of a man. And I say if there is one thing that is a burning passion with the Japanese people, it is a passion of loyalty for their country. As a people they have shown themselves to be willing to make any sacrifice, yea, sacrificing themselves even unto death, to uphold the standard and the place of their country among the nations of the world. And therefore, it is well that the people of Vancouver, glorying in the fact that they are British subjects, or the people of the United States, glorying in the fact that they are subjects of the United States, should accord to other peoples the same measure of national pride that they feel themselves for their own country.

'The next features that I shall dwell upon, and I shall be brief, are the features with reference to the claims which have been put in for adjustment before this Commission. I think, sir, you will agree with me, although I am counsel for protecting the interests of these various claimants, that from the evidence which has been adduced, the nature and character of this attack on the 7th, the extent of damage to the buildings, the subsequent events, fire at the school house, the riot on Sunday evening, and the other events which followed—minor ones—that the Japanese residents had every fear and every cause for fear and alarm for at least a fortnight, if not longer, after this attack. Coming then, to the question of consequential damages, I think it but a correct principle that anything which naturally flows by reason of these deeds of violence, would be properly within the term "consequential damages." I think, sir, that while some of these claimants have only claimed for three days, some for six, one I believe as high as fourteen, that regard must be had to the conditions of each of those individuals, and also to the general feeling which has manifestly controlled the actions and means of these residents. While some may have underestimated their damages, I do not think that any have over-estimated them. It may be that no sufficient evidence of a legal character can be placed before you upon which you could base an award of the full amount claimed by these parties, but I think the demoralization of the trade in the district, of the influence which this period had upon it, can never be recompensed by the claims which have been placed before you.

* * * * * *

'In conclusion, I will rest our case with entire confidence in your judgment in the matter, feeling certain that whatever is done will be done on broad, generous principles of right and justice rather than upon technicalities, which, while very obvious in courts of law ,are not of such importance in matters which are termed purely of investigation and inquiry. Personally, I thank you for the attention you have given me, and the courtesies extended to me during the sittings of the Commission.'

Replying to Mr. Duncan, I said:

'I will not, perhaps, be accused of going outside the scope of my commission if, before concluding, I would venture to again refer to the genuine regret which has already been so widely expressed of the incident which

occurred here, and which has been responsible for the present investigation. A gratifying feature of the investigation has been that it has brought forth from the city officials a voluntary statement, and a unanimous statement, that in their opinion, the attack which was made upon the Japanese and upon the Asiatics generally, on the night of September 7, was unwarranted and unjustifiable and greatly to be deplored. Moreover, it has brought forth the statement, or better, the assurance that the attack in their opinion, was not directed against the Japanese in particular, but was begotten, rather, of the excitement of the moment and occasioned by a feeling of alarm which has grown in certain quarters, in consequence of the increase—of the sudden and large increase—in the number of persons coming to this part from the Orient. The civic officials have been careful to state that in their opinion there was nothing personal in the incident, that for the character of the Japanese they have, I think I am right in saying, nothing but admiration; that the trouble has been entirely one consequent upon an increase in numbers, and has to do with numbers rather than particular peoples or any characteristics of those peoples.

'Mr. Duncan has stated that the Japanese people are inclined to regard the feeling as the result of agitation of persons who have not had at heart the maintenance of good feeling between Japan and Canada. If, in that remark, Mr. Duncan had reference to the particular incident which occurred on that night, I think he is quite right. Certainly those who were responsible for that unfortunate occurrence could not have had at heart the interests of this country in the matter of the maintenance of good feeling between Japan and ourselves. On the other hand, if the feeling to which reference has been made relates to the feeling which has been engendered here in consequence of a sudden and great increase in the numbers of persons from the Orient, then I am inclined to think that it would hardly be fair to say that the persons who share that feeling are not necessarily or have not necessarily at heart the interests both of this country and of Japan. A feeling against the sudden influx in large numbers of peoples from other parts of the world is one thing, and is quite compatible with a desire to maintain the friendliest relations between the peoples of those countries and ourselves. An expression of opinion, or rather the giving to that feeling expression in the form of an incident such as we have been forced to consider here, is quite a different thing, and the two should be kept distinctly apart.

'My commission allows me to consider only such losses as are apparent, or as are capable of definite and certain ascertainment. I think Mr. Duncan has well said, that the loss of property occasioned by this riot, is, in the minds of the Japanese people, a small thing in comparison with the injury which may have been done to the pride of the Japanese people in their race and nationality. If these attacks had been directed against the Japanese, because they were Japanese, there might be reason for a feeling of injured pride. When, however, we consider, and the evidence here has gone to show that we are right in so considering, that this attack was not directed against the Japanese personally, but that it was, as I have already said, a matter

begotten of alarm occasioned in consequence of the increased immigration from the Orient generally, the Japanese will, I think, feel, or have reason to feel, that there has not been on the part even of those who took a hand in this deplorable riot, any desire to injure or offend their pride as a people in any way whatever.

'However, to a proud and sensitive people such as the Japanese, the general expression of regret on the part of the people of Canada for the unfortunate incident which has occurred, will be a more fitting amende for such indignities as they may have suffered, than any money compensation, however considerable it might be.'

All of which is respectfully submitted.

(Sgd.) W. L. MACKENZIE KING,
'Commissioner.

Dated at Ottawa the 26th day of June, 1908.

APPENDIX.

Statement showing amounts allowed claimants for actual and resultant losses and for declaring claims.

Claimant.	Address.	Actual.	Resultant.	Declaring Claim	Total.
		$ cts.	$ cts.	$ cts.	$ cts.
Okada Kumataro	201 Powell street	105 51	214 00	3 00	322 51
Japanese Boarding House Union	205 "	50 00			50 00
Nissin Goshi Co.	205 "		140 00	2 00	142 00
Canada Kangyo Co.	205 "		134 00	2 00	136 00
Tamura Torakichi	207 "	3 65	24 00	2 00	29 65
Matsumiya Sotojiro	213 "	1 54	122 00	2 00	125 54
Matsumoto Takematsu	235 "	9 00	126 00	3 00	138 00
Isomura Hatsutaro	237 "	80 00	210 00	4 00	294 00
Yamashita Hichire	237 "		105 00	2 00	107 00
Ikeda Hisajiro	245 "		75 00	3 00	78 00
Asahi Rice Mills Co.	251 "	46 50	150 00	3 00	199 50
Asano Gomey	251 "		36 00	2 00	38 00
Komura Takejiro	269 "	42 25	175 00	3 00	220 25
Matsubayashi Nakataro	301 "	10 00	40 00	2 00	52 00
Nakagawa Gentaro	309 "	40 50	105 00	2 00	147 50
Ishikawa Katsuzo	331 "		75 00	3 00	78 00
Miyauchi Otokichi	333 "	22 00			22 00
Nakazeki Santaro	333 "	13 00	50 00	2 00	65 00
Sekine Yugoro	355 "	8 70	75 00	3 00	86 70
Ysuchida Kamejiro	345 "	50 00	143 50	3 00	196 50
Uchida Sentaro	359 "	10 00	50 00	2 00	62 00
Suga Motaro	377 "	18 50	60 00	2 00	80 50
Ebata Ishimatsu	391 "	4 50	90 00	2 00	96 50
Saegusa Teinosuke	361 "	38 50	30 00	2 00	70 50
"The Canadian News," (Goro Kabmagi)	363 "	48 55	10 00	2 00	60 55
Ikawa Matsujiro	423 "	7 00	15 00	2 00	24 00
Hajima Chikio	427 "	26 00	40 00	2 00	68 00
Hatsugoro Suyuki	432 "	33 00	20 00	2 00	55 00
Uchida Kina	439 & 441 "	32 00	17 00		49 00
Tomoda Junkichi	439 "		60 00	2 00	62 00
Hidehira Sadajiro	451 "	36 00	48 00	2 00	86 00
Hori Jenya	453 "	12 00	30 00	2 00	44 00
Morino Eijiro	461 "	1 00	45 00	2 00	48 00
Yoneda Yoshimatsu	473 "	18 50	35 00	2 00	55 50
Nishimura Kanzaburo	478 "	6 00	60 00	2 00	68 00
Shiroyama Ichitaro	527 "	3 75	42 00	2 00	47 75
Kawasaki Yasuke	545 "	20 55	100 00	2 00	122 55
Japan, Canada Trust Saving Co.	388 "	53 00			53 00
Sonoda Otomatsu	336 "	10 50	10 00		20 50
Taniguchi Kumataro	270 "	5 50	50 00	2 00	57 50
Mrs. Shimomura	266 "	2 70			2 70
Nayegawa Tomekichi	264 "	30 00	50 00	2 00	82 00
Hayashi Genya	236 "	4 60	90 00	3 00	97 60
Kato Tsunekichi	230 "	7 00	375 75	4 00	386 75
Nishimura Masuya	130 "	81 50	412 50	5 00	499 00
Ikeda Tonakichi	126 "	44 00	412 50	5 00	461 50
Nishimura Genjiu	122 "	37 70	155 00	3 00	195 70
Nishimura Sakutaro	56 "	12 00	30 00	2 00	44 00
Kihara Jutaro	332 Westminster av	12 00	39 80		51 80
Tanaka Torasburo	235 "	57 75	115 35	7 00	180 10
Okawara Moichi	229 "	51 30	170 00	3 00	224 30
Tanabe Yoichi	223 "	23 00	160 00	4 00	187 00
Japanese General Contract Co.	228 "	11 00			11 00
Hayakawa Ichiro	232 "	30 00			30 00
Kawasaki Utakichi	202 "	230 10	2,240 00	10 00	2,480 10
Natsuba Kikumatsu	151 E. Cordova st.	9 60	200 00	4 00	213 60
Sato Mohei	77 Market alley	3 25	150 00	3 00	156 25
Ito Rikutaro	107 Dupont st.	1 60	60 00	2 00	63 60
Tanaka Sadakichi	22 Pender st.		40 00	2 00	42 00
Japanese School	439 Alexandra st.	7 00			7 00
		1,523 60	7,512 40	139 00	9,175 00

APPENDIX—*Continued.*

Total amount allowed claimants on account of actual and resultant losses, and amounts expended in declaring claims	$9,175
Amount expended in declaring claims	139
Total amount allowed on account of actual and resultant losses	$9,036

RETURN

(82)

To an Order of the House of Commons, dated the 18th December, 1907, for a return showing the total amount paid by this Government each year, during the past five years' towards mail subsidies to steamships: the names of the countries served, the names of steamers and contractors, and the steamship subventions.

R. W. SCOTT,
Secretary of State.

OTTAWA, January 17, 1908.

P. Pelletier, Esq.,
Acting Under Secretary of State,
Ottawa.

Sir:—I beg to send you herewith Return requested by your Reference No. 64, being an Order of the House for return showing the total amount paid by this Government each year during the past five years, toward mail subsidies to steamships; the names of the countries served; the names of the steamers and contractors; and the steamship subventions.

I presume a copy of this Order has been sent to the Post Office Department as they also pay mail subsidies

F. G. O'HARA,
Acting Deputy Minister.

STATEMENT showing the amounts paid on account of Mail Subsidies and Steamship Subventions, during the Fiscal Years as under, name of countries or places served, and the names of the contractors.

DOMESTIC SERVICES. (Canada.)	1902 3	1903 4	1904 5.	1905-6	1906 7. (9 mos.)	Contractors.
	$	$	$	$	$	
Baddeck, Iona, Grand Narrows and East Bay	4,176 32	4,061 72	5,000 00	5,825 00	4,575 00	Victoria S. S. Co., Ltd.
Dalhousie and Gaspe Basin.	(a) 11,500 00	(a) 11,500 00	(a) 9,583 34	(b) 15,000 00	(b) 15,000 00	(a) North American Transportation Company. (b) Interprovincial Navigation Co., Ltd.
Grand Manan and Mainland	5,000 00	5,000 00	5,000 00	5,000 00	3,750 00	Grand Manan Steamboat Co.
Gaspe and North Shore River and Gulf St. Lawrence					1,000 00	Louis Cormier.
Halifax and Canso	(a) 923 04	(b) 3,500 00	(b) 4,000 00	(b) 4,000 00	(b) 3,000 00	(a) Leslie Hart & Co. (b) Halifax and Canso Steamship Company.
Magdalen Islands and Mainland	(a) 9,000 00	(b) 15,000 00	(b) 15,000 00	(b) 15,000 00	(b) 15,000 00	(a) Robert J. Leslie. (b) Magdalen Island Steamship Company.
Murray Bay and River Ouelle		(a) 6,000 00	(b) 2,000 00			(a) North American Transportation Co. (b) Wm. Hackett & Sons.
Petit de Grat and I. C. Ry., terminus at Mulgrave		1,596 15	2,926 26	3,000 00	2,250 00	Hugh Cann & Son.
Paspebiac and Gaspe Basin.				400 00		Interprovincial Navigation Co.
*Petitcodiac Rivers—Moncton and Way Ports				2,000 00	1,500 00	Shepody Navigation Co.
Pelee Island and Mainland					1,375 00	Thomas J. Stockwell.
Pictou and Cheticamp	1,974 22	2,000 00	2,000 00	2,000 00		R. J. Leslie.
Pictou, Murray Harbour and Montague Bridge.	1,200 00	1,200 00	1,200 00	1,200 00	800 00	Three Rivers S. S. Co.
Port Mulgrave, St. Peters and Marble Mountain	4,731 30	5,000 00	6,000 00	6,000 00	6,000 00	Richmond Steamship Company.
Port Mulgrave, Canso, Guysboro and Cheticamp	7,965 42	7,849 10	7,929 48	7,968 88	7,929 24	Hugh Cann & Son.
P. E. Island and Mainland	12,500 00	12,500 00	12,500 00	12,500 00	12,500 00	Charlottetown Steam Navigation Co.
Port Essington and Queen Charlotte Island				500 00		Boscowitz Steamship Co., Ltd.
Quebec and Gaspe Basin	7,500 00	5,000 00	8,500 00	8,500 00	8,500 00	Bouchard Bros.
Quebec, Natashquan and Blanc Sablon	6,750 00	8,000 00	8,000 00	18,000 00	20,000 00	Holliday Bros.
Quebec and Esquimaux Point				1,821 43		Wm. A. Marsh.
*Quebec and Isle of Orleans					500 00	Quebec & Levis Ferry Co., Ltd.
St. Catharines Bay and Tadousac.		2,000 00	2,000 00	2,500 00	2,500 00	Price Bros. & Co.
St. John and Digby	12,500 00	12,500 00	12,500 00	12,500 00	9,375 00	Dominion Atlantic Ry. Co.
*St. John, Digby, Annapolis and Granville			1,500 00	1,500 00	1,125 00	Valley Steamship Company.
*St. John, Digby, Bear River and Clementsport.				1,038 46	1,125 00	Bear River Steamship Company.
St. John and Minas Basin	3,000 00	3,000 00	3,000 00	3,000 00	3,000 00	Wm. R. Potter.
St. John and Halifax via Yarmouth		3,846 16	10,521 80	10,000 00	7,500 00	Wm. Thomson & Co.
*St. John, Westport and Yarmouth			1,500 00	1,500 00	1,125 00	Insular Steamship Company.
St. Stephen and St. Croix River Ports	2,000 00	3,000 00	3,000 00	3,000 00	3,000 00	Deer Island and Campobello Steamboat Company.
Miramichi River, Newcastle, Neguac and Escuminac					2,625 00	Miramichi Steam Navigation Co.

Sydney and Wycocomagh	1,000 00	1,000 00	1,000 00	1,000 00	1,000 00	Bras d'Or Steamship Co., Ltd
Sydney and Bay St. Lawrence	1,000 00	1,500 00	1,500 00	1,500 00	1,000 00	" " "
Victoria, Vancouver and Skagway	12,500 00	12,500 00	12,500 00	12,480 00	9,375 00	Canadian Pacific Navigation Co., Ltd
Victoria and Vancouver Island ; West Coast	2,500 00	2,430 55	2,500 00	5,000 00	3,750 00	" " " "
Wrecking steamer and plant	10,000 00	10,000 00	5,000 00			George T. Davie & Sons.
Total	117,720 30	139,983 68	146,160 88	163,733 77	150,679 24	
BRITISH AND FOREIGN SERVICES.						
Canada and Great Britain	(a)170,333 33	(a)175,000 00	(a)239,274 99	(a)282,390 75	(a)373,916 53	(a) H. & A. Allan.
	(b) 1,750 00					(b) Elder Dempster Co.
Canada and Manchester	35,000 00	35,000 00	35,000 00	35,000 00	26,250 00	The Manchester Liners, Ltd.
Canada and France	(a) 25,000 00		(b) 22,222 20	(b) 22,222 10	(b) 88,888 80	(a) The Franco-Canadian Steam Navigation Co.
						(b) H. & A. Allan
Canada and Australia	131,025 63	116,800 00	194,666 66	186,975 45	135,381 99	Union Steamship Co. of New Zealand
Canada, China and Japan	73,000 00	73,000 00	73,000 00	73,000 00	54,750 00	Canadian Pacific Railway Co. paid through H. M.
	(a, b & c)	(b & c)	(b & c)	(b & c)	(b & c)	Postmaster General.
Canada and South Africa	97,706 73	146,000 00	146,000 00	133,833 34	97,333 33	(a) Allan Line S.S. Co
						(b) Elder Dempster Co.
						(c) Furness Withy Co.
Canada and Mexico (Atlantic Service)				54,904 78	40,418 65	Elder Dempster Co.
Canada and New Zealand					31,146 64	R. A. Alley.
Halifax and Jamaica	13,800 00	13,800 00	13,800 00	13,800 00	10,350 00	Halifax and West India S.S. Co., Ltd.
St. John, Halifax, West Indies & South America	65,700 00	65,700 00	65,700 00	65,700 00	48,011 54	Pickford & Black.
Halifax and Liverpool, *via* St. John's, N.F.	20,000 00	20,000 00	20,000 00	20,000 00	15,000 00	Furness Withy & Co
Halifax and Newfoundland *via* Cape Breton	2,000 00	1,714 29	2,000 00	2,000 00	2,000 00	Pickford & Black
St. John, Dublin and Belfast	3,750 00	2,250 00	3,000 00	6,000 00	5,250 00	Ulster S.S. Company, Ltd
St. John and Glasgow	7,500 00	15,000 00	15,000 00	15,000 00	13,500 00	Donaldson Bros.
St. John, Halifax and London	22,500 00	25,000 00	25,000 00	25,000 00	18,750 50	Furness Withy & Co.
*St. John, Halifax, London and Antwerp		13,500 00	11,250 00	17,250 00	15,000 00	Canadian Pacific Ry. Company.
P. E. Island and Great Britain	7,500 00	2,500 00	7,000 00			Manchester Liners, Ltd.
P. E. Island, Cape Breton and Newfoundland		1,500 00				Hugh McMillan and Henry Aitken.
" " "				7,750 00		Robt. J. Leslie.
*Annapolis and Hull, Eng			3,000 00			Acadia S.S. Co.
Victoria and San Francisco	(a) 5,000 00	(b) 5,000 00	(b) 5,000 00	(b) 3,000 00	(b) 2,250 00	(a) Geo. C. Perkins and Ed. Goodall
						(b) The Pacific Coast S.S. Co
Total, British and Foreign Services	681,565 69	711,764 29	880,913 85	1,063,826 42	978,197 48	
Grand totals	799,285 99	851,747 97	1,027,074 73	1,227,560 19	1,128,876 72	

*Steamship subvention do not carry mails.

POST OFFICE DEPARTMENT, CANADA,
OTTAWA, January 25, 1908.

P. PELLETIER, Esq.,
Acting Under Secretary of State,
Ottawa.

SIR,—I beg to acknowledge receipt of your reference to this Department under date 17th instant, of an Order of the House of Commons asking the total amount paid by the Government each year during the past five years towards mail subsidies to steamships, the names of the countries served, the names of the steamers and contractors and the steamships subventions.

In reply I beg to inform you that no payments have been made by this Department under the head of mail subsidies or steamship subventions as the terms are understood in this Department.

I enclose you however, a statement giving the particulars asked for in the return in regard to such mail services by steamships between this country and foreign ports which have been paid for by this Department during the last five years. These services were all performed under contract or agreement and no special vote for their performance was made by Parliament.

R. M. COULTER,
Deputy Postmaster General.

Memorandum for the Secretary.

The following services touching foreign ports have been paid by this Department during the last five years :

Name of Route	Contractor.	Name of Steamer.	1903.	1904.	1905.	1906.	(9 months) 1907.
			$	$	$	$	$
Gananoque and Clayton, N.Y	Thousand Island Ry. Co	New York					
		Empire State					
		St. Lawrence					
		New Island					
		Wanderer	200 00	200 00	200 00	200 00	150 00
Georgeville, Knowlton Ldg., and Newport, Vt	Boston & Maine Ry. Co	Lady of the Lake			92 80	118 40	99 20
Halifax and Boston	Canada Atlantic and Plant S.S. Co	Pretoria					
		Halifax					
		A. W. Perry	32 22	28 04	23 63	36 52	32 79
Halifax and St. John, Nfd	Red Cross Line					92 00	
Kingston and Cape Vincent, N.Y	M. H. Folger	America					
		Pierrepoint					
		Jessie Bain	1,200 00	1,200 00	1,200 00	1,200 00	900 00
Montreal, Quebec and Liverpool, Eng	Dominion Line S.S., Co	Kensington					
		Ottawa					
		Dominion					
		Southwark					
		Canada					4,619 43
North Sydney and Port au Basque, Nfd	Reid Newfound'd Land Co.	Bruce	18,964 28	20,756 61	22,068 69	21,827 22	20,543 05
Port Hope, Cobourg and Charlotte, N.Y	Lake Ont. & Bay of Quinte Steamboat Co		666 67				
Port Hope, Cobourg and Summerville, N.Y	Lake Ont. & Bay of Quinte Steamboat Co		250 00	963 00	935 25	963 00	670 53
Vancouver and Seattle, U.S	Performed by U.S., Gov't		150 00	150 00	190 69	135 36	38 34
Victoria and Seattle, U.S	Canadian Pacific Ry. Co	Victoria				1,192 66	2,545 88
Victoria and Port Townsend, U.S	North American Mail S.S.,		961 67				
" "	Puget Sound Navigation Co	Fleetwood					
		Flyer	483 33				
" "	Alaska S.S., Co	Indianapolis	1,456 00	3,047 17	3,020 83	2,900 00	1,321 52
Yarmouth and Boston	Dominion Atlantic Ry. Co.	Prince George					
		Boston	2,639 77	2,723 92	2,719 41	2,829 70	1,834 03
			26,997 94	29,068 74	30,451 30	31,494 86	32,754 77

NOTE : None of these payments come under the head of 'Mail Subsidies' or 'Steamship Subventions' as the terms are understood in this Department. The services mentioned above were all performed under contract or agreement and no special vote was made by Parliament covering any of them.

RETURN

(93)

To an Order of the House of Commons, dated the 13th January, 1908, for a Return showing the total amount of bounties paid by the Government since 1896, and the amount for each year on each article.

R. W. SCOTT,
Secretary of State.

RETURN to an Order of the House of Commons, dated 13th January, 1908, showing the total amount of Bounties paid by the Government since 1896; and the amount for each year on each article.

BOUNTY ON PIG IRON.

Fiscal Year.	Amount Paid.	
1896-97	$ 66,508 69	
1897-98	165,654 25	
1898-99	187,954 35	
1899-1900	238,296 14	
1900-01	351,259 07	
1901-02	693,108 37	
1902-03	619,948 72	
1903-04	533,982 15	
1904-05	624,666 98	
1905-06	687,631 79	
1906-07	385,231 28	
1907-08 (to Jan. 13, 08)	553,982 16	
		$5,108,223 95

BOUNTY ON PUDDLED IRON BARS.

Fiscal Year.	Amount Paid.	
1896-97	$ 3,018 82	
1897-98	7,705 78	
1898-99	17,511 02	
1899-1900	10,121 10	
1900-01	16,703 09	
1901-02	20,549 52	
1902-03	6,702 14	
1903-04	11,668 99	
1904-05	7,894 83	
1905-06	5,874 71	
1906-07	311 66	
		$108,061 66

BOUNTY ON STEEL INGOTS.

Fiscal Year.	Amount Paid.	
1897-98	$ 54,411 68	
1898-99	74,644 28	
1899-1900	64,360 29	
1900-01	100,057 74	
1901-02	77,431 49	
1902-03	775,153 92	
1903-04	347,990 17	
1904-05	676,318 43	
1905	940,999 79	
1906-07	575,259 13	
1907-08 (to Jan. 13, 08)	772,898 29	
		$4,459,525 21

BOUNTY ON STEEL BILLETS.

Fiscal Year.	Amount Paid.	
1896-97	17,366 16	
1897-98	13,042 35	
		30,408 51

BOUNTY ON ARTICLES MANUFACTURED FROM STEEL.

	Rolled angles.	Rolled plates.	Wire rods.	
1903-04	$ 9,872 88	$ 75 33	$ 5,372 64	
1904-05	9,703 21	254 31	221,365 72	
1905-06	64,667 03	2,751 32	302,413 38	
1906-07	39,962 75	469 17	298,567 05	
1907-08 (to Jan. 13, 1908)			285,999 06	
	124,205 87	3,550 13	1,113,717 85	1,241,473 85

BOUNTY ON MANILA FIBRE.

Fiscal Year.	Amount Paid.	
1903-04	25,452 04	
1904-05	13,789 27	
1905-06	15,079 40	
1906-07	13,595 49	
1907-08 (to Jan. 13, 08)	26,684 89	
		$ 94,601 09

BOUNTY ON LEAD.

Fiscal Year.	Amount Paid.	
1898-99	$ 76,664 61	
1899-1900	43,335 39	
1902-03	4,380 00	
1903-04	195,627 09	
1904-05	330,645 12	
1905-06	90,196 67	
1906-07	1,994 75	
		742,843 62

BOUNTY ON SILVER ORE.		
1900-01	30,000 00	30,000 00
BOUNTY ON CRUDE PETROLEUM.		
1904-05	350,047 17	
1905-06	291,157 20	
1906-07	266,553 08	
1907-08 to Jan. 13, 08)	296,377 94	1,204,135 39
		$13,019,273 29

RETURN

94

To an Address of the Senate, dated Feb. 19, 1907, for a statement showing the names, christian names, age and country of origin of all persons who, coming from the British Isles, from English colonies or from other foreign lands, as strangers to Canada, have been placed, whether by Order in Council, by decision of the Militia Council, or otherwise, in any branch whatsoever of the military service of Canada, in the permanent force or in the volunteer force, together with the date of each of these appointments, the nature of the employment, the rank of the holder (before and after his appointment) and the yearly amount which he receives for his services.

R. W. SCOTT,
Secretary of State.

RETURN to an address of the Senate for information respecting persons of British or foreign birth serving in the military forces of Canada.

Military District.	Name. (Surname first.)	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration for Services.	Remarks.
Hd. Qrs. Ottawa.	Lake, Percy Henry Noel.	Major-General	52	England	Chief of the Gen Staff	10-11-04	Brigadier-General.	Brigadier-General.	$ cts. 6,000 00	Temporary for four years.
"	Gwatkin, Willoughby Garnons.	Lt.-Colonel	48	"	Director of mil. operations and staff duties	5-10-05	Lt.-Colonel	Lt.-Colonel.	3,200 00	" "
"	Johnson, Henry Douglas	Sergt.-Major.	38	India	S. M. mil. staff clerk	5-5-05	Sergeant.	Sergt.-Major.	1,149 75	Enlisted in R.C.R. and promoted for good service.
"	Davis, Frank Ernest.	Sergeant.	36	England	Mil. staff clerk	2-2-06	Private	Sergeant.	803 00	" "
"	Vidal, Beaufort Henry	Brig.-General	64	"	Inspector-General	1-4-07	Colonel	Brig.-Genl	6,000 00	Appt. to R.C.R. 1883, promoted for good service.
"	O'Hagan, James	Hon.-Lieut	43	"	Qr. M. Can. Med. dept.	2-1-06	Warrant Officer	Hon. Lieut.	1,095 00	Enlisted in R.C.A., promoted for good service.
"	Potter, Thos. Dashwood.	Sergt. Major.	44	Wales.	W. O. mil. staff clerk.	23-7-04	Col. Sergeant	Sergt.-Major.	1,149 75	Enlisted in R.C.R., promoted for good service.
"	Apperley, Richard Edwards.	Sergeant.	27	England	Mil. staff clerk	13-2-06	Private	Sergeant	803 00	Enlisted C. of M.S. C., 1904.
"	Rutherford, Robert William.	Lieut. Col	49	"	Director of artillery.	1-12-04	Major	Lt.-Colonel.	3,200 00	Appt. to R.C.A., 10-8-83.
"	Pym, John Beville.	Major	42	"	Inspr. of small arms	22-2-06	Major.	Major.	3,165 00	Temporary for four years.
"	French, Percy Hamilton	Captain	28	"	Capt. R.C.E.	8-2-07	Captain	Captain	2,007 50	Temporary for two years.
"	Long, Charles Edward	Lieut	43	Newfoundland	Dist. Officer Artillery.	25-8-05	Warrant Officer	Lieut.	1,735 00	Enlisted R.C.A. 1883, promoted for good service.
"	Maher, James	M.Gr. 1st class	67	Ireland	W. O. Hd. Qrs.	1-9-05	M. Gr., R.C.A.	M. Gr.	1,185 25	Enlisted R.C.A., 1880
"	Walmesley, Fred. Thos.	Col. Sergt	29	England	M. S. clerk	1-11-04	Private	Col. Sergt	902 50	Enlisted, R.C.R., 1900
"	Brown, Peter	2nd Corporal	26	Scotland	Clerk H. Q.	21-3-06	Sapper	2nd Corpl. R.C.E.	657 00	Enlisted, R.C.E., 1906

No. 1	Kelly, Arthur William	Sergt	25	Scotland	Staff clerk	16-3-06	Private	Sergt.	839 50	Enlisted R.C.R.	
"	Woodward, John Henry Clarence.	Act. Sergt	28	England	Gunner	29-11-06	Gunner.	Act. Sergt.	540 00	Enlisted R.C.A.	
"	Rendle, William	Q.M.S.	47	"	Caretaker	1-8-03	N.C.O.	N.C.O.	365 00	With qrs. fuel and l.	
"	Robinson, George		61	"	"	7-4-06		Caretaker.	365 00	" "	
"	Pratt, Henry.		65	"	Civ. emplo'e ord. stores	14-4-69			967 25		
"	Longley, Thos	Sergt.	39	"	Caretaker, Windsor, O.	1-5-03		Caretaker.	446 25		
"	Galbraith, Arch. Henry.	"	38	"	Caretaker, London, O.	1-11-91	Sergt	"	365 00	Caretaker rifle range.	
"	Shergold, Charles.	Sergt.-Major	37	"	Regtl. Sgt. Major, No. 2 Co. R.C.E.	17-7-06	N.C.O.	R.S.M	1,002 41	Enlisted R.C.E.	
"	Worwood, William	Sergt.	31	"	Sergt. R.C.E	21-7-06	Corpl.	Sergt	755 55	"	
"	Clark, John	Corpl.	31	Ireland	Corpl. R.C.E.		Private	Corpl.	419 75	"	
"	Baker, Walter	"	32	England	"		Lce. Corpl	"	383 25	"	
"	Dallman, Ernest	Lce. Corpl	23	"	Lce. Corpl. R.C.E	23 1-07	Sapper	Lce. Corpl	346 75	"	
"	Chappell, Edward	Sapper	27	"	Sapper, R.C.E.			Sapper.	273 75	"	
"	Edwards, Harry	"	21	"	"			"	273 75	"	
"	Fullerton, George	"	23	Scotland	"			"	273 75	"	
"	Griffiths, William	"	39	Wales	"			"	365 00	"	
"	Harris, Charles	"	24	England	"	21-2-07		"	310 15	"	
"	Hall, Hugh.	"	25	Ireland	"			"	292 00	"	
"	Holt, Charles.	Sapper	34	England	Sapper, R.C.E.			Sapper	365 00	" "	
"	Jones, Fred.	"	30	"	"			"	310 25	" "	
"	Large, James	"	25	"	"			"	273 75	" "	
"	Samuels, John.	"	25	"	"			"	273 75	" "	
"	Dunlevy, Bernard	Q.M.S.	40	Ireland	Q.M.S. No. 1 Depot, R.C.R	1-7-1900	Col.-Sergt.	Q M S.	675 25	" R.C R	
"	Sproule, Robert Watson.	Sergt	30	"	Orderly Room Clerk, R.C.R	22-9-'05	Corporal	Sergeant	419 75	" "	
"	Black, Alexander Wm.	"	34	England	Sergt. R.C.R	14-12-'05	"	"	365 00	" "	
"	Sales, John James.	"	20	"	"	18-4-'06	"	"	365 00	" "	
"	Youngman, Arthur.	"	36	"	"	12-4-'06	"	"	365 00	" "	
"	Nanton, Arthur	"	44	"	"	1-11-'05	"	"	401 50	" "	
"	Dunkerley, Joseph.	Corporal	23	"	Corpl. R.C.R	1-9-'06	Lance Corporal	Corporal	292 00	" "	
"	Pilley, Francis	"	24	"	"	1-9-'06	"	"	328 50	" "	
"	Honour, Albert.	Lce.-Corp.	41	"	Lce.-Corp. R.C.R	30-7-'06	Private	Lance Corporal	219 00	" "	
"	Ryder, Geoffrey Percy	"	24	"	"	1-10-'06	"	" "	219 00	" "	
"	Sales, Philip Chas. Hunt	Bugler	17	"	Bugler, R.C.R			Bugler	146 00	" "	
"	Byford, Thomas	Private	27	Ireland	Private, "			Private	182 50	" "	
"	Bradley, Thomas Hugh	"	27	England	" "			"	182 50	" "	
"	Cameron, James	"	26	Scotland	" "			"	182 50	" "	
"	Carroll, Edward	"	36	Ireland	" "			"	182 50	" "	
"	Cox, Fred. Martin	"	36	England	" "			"	273 75	" "	
"	Delverne, Fred. Vincent Vine	"	21	"	" "			"	219 00	" "	
"	Dymond, James	"	21	"	" "			"	182 50	" "	
"	Eddey, Frank	"	31	"	" "			"	182 50	" "	
"	Edwards, George	"	25	"	" "			"	182 50	" "	

Military District No. 1, London, Ont. *Continued.*

Military District.	Names (Surname first.)	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration for Services.	Remarks.
									$	
No. 1	Ferry, Harry	Private	31	England	Private, R.C.R.			Private	182 50	Enlisted, R.C.E
"	Ford, Raymond Conrod	"	29	Wales	" "			"	182 50	" "
"	Frith, John	"	23	England	" "			"	182 50	" "
"	Gordon, Joseph	"	35	"	" "			"	182 50	" "
"	Greig, Robert William	"	31	Scotland	" "			"	182 50	" "
"	Guest, Jabez	"	24	England	" "			"	182 50	" "
"	Guest Thomas	"	30	"	" "			"	273 75	" "
"	Higgins, Timothy	"	37	Wales	" "			"	182 50	" "
"	Hutchins, Harry David	"	40	England	" "			"	182 50	" "
"	Jackson, Fred	"	27	"	" "			"	182 50	" "
"	Large, Septumus	"	25	"	" "			"	182 50	" "
"	Laurence, Joseph	"	30	"	" "			"	182 50	" "
"	Livingstone, James Hall	"	21	Ireland	" "			"	182 50	" "
"	McColm, James	"	23	Scotland	" "			"	182 50	" "
"	McGee, William Henry	"	21	England	" "			"	182 50	" "
"	Millington, Charles	"	19	"	" "			"	182 50	" "
"	Mould, Alfred	"	22	"	" "			"	182 50	" "
"	O'Neal, Larry	"	21	Ireland	" "			"	182 50	" "
"	Prowse, William Henry	"	27	England	" "			"	219 00	" "
"	Quick, William	"	20	"	" "			"	219 00	" "
"	Shaw, Stanley	"	26	"	" "			"	182 50	" "
"	Shaw, Cuthbert	"	22	"	" "			"	182 50	" "
"	Smith, John	"	31	"	" "			"	182 50	" "
"	Smyth, William	"	33	Ireland	" "			"	182 50	" "
"	Strachan, James	"	38	Scotland	" "			"	273 75	" "
"	Stroud, Frank	"	31	England	" "			"	182 50	" "
"	Tobias, Henry Cronhelm	"	25	Ireland	" "			"	182 50	" "
"	Tucker, Frank	"	35	England	" "			"	182 50	" "
"	Walliker, Fred	"	41	"	" "			"	273 75	" "
"	Walsh, William Herbert	"	28	E. Indies	" "			"	182 50	" "
"	Williams, Fred. James	"	23	England	" "			"	182 50	" "
"	McDonald, John	Caretaker	37	Scotland	Caretaker			Caretaker	365 00	" "
"	Foster, Walter	"	26	England	"			"	547 50	" "
"	Power, Fred. Edward Stewart	Private	39	India	Private, A.M.C.	15-2-'00		Private	300 25	" "
"	Kay, John	"	25	England	" "	15-6-'00		"	300 25	" "
"	Lawrence, Jas. Edward	"	22	"	" "	27-4-'03		"	255 50	" "

No. 2..	McNiven, David	Col.-Sergt	30	Scotland	Military Staff Clerk	28-3-'00		Private	912	50	Enlisted, R.C.R.
" ..	Thompson, George	Sergt	33	"	" "	5-11-'02		"	803	00	" "
" ..	Trump, Ernest	"	23	England	" "	25-7-'05		Sergeant	829	50	" "
" ..	Conway, Charles W.	Co., Q.M.S.	24	"	Co. Q.M.S., A.P.C.	11-8-'06		Q.M.S.	852	75	" "
" ..	Savage, George Leonard	Sergeant	25	"	Sergt. A.P.C.	1-2-'02	Private, R.C.R.	Sergeant	693	50	" "
" ..	Marris, Henry	Caretaker	58	"	Caretaker, 13th Regt.	1-7-'97	Sgt., 13th Regim't	Caretaker	547	50	" with qu'rt'rs
" ..	Hunter, W. G	"	41	Scotland	Caretaker, 91st Regt.	1-8-'06		"	456	25	" "
" ..	Harding, Charles W.	"	55	England	Caretaker Toronto Armory	16-3-'95		"	912	50	" "
" ..	McCleary, George	"	37	"	Caretaker, Toronto	1-6-'05		"	547	50	Enlisted, R.C.R.
" ..	Griffiths, W. J	"	41	"	" "	16-5-'06		"	547	50	" "
" ..	Hill, John	"	60	"	" "	9-3-'96		"	547	50	
" ..	Stewart, George	N. Watchman	36	Scotland	Night Watchman, Toronto	13-1-'02		Watchman	638	75	
" ..	Evans, W. H. I.	Caretaker	63	Ireland	In charge military properties, Niagara	2-8-'49		Caretaker	547	50	
" .	Widgery, James	Sgt.-Major	44	England	Regim'tal Sergt.-Major R.C.D.	30-1-'01	Sergeant	Warrant Officer	730	00	Enlisted, R.C.D.
" ..	Skinner, Alfred	S.S.-Major	48	"	S.S.-Major, R.C.D.	1-10-'01	"	S.S.-Major	492	75	"
" ..	Seaton, Thomas	Q.M.S.	41	Ireland	Q.M.S., R.C.D.	1-10-'00	S.S.-Major	Q.M.S.	730	00	"
" ..	Doré, George	S.S.-Maj.	34	England	S.S.-Major, R.C.D.	1-2-'06	Sergeant	S.S.-Major	456	25	"
" ..	Simpkin, George	Q.M.S.-Flr'r	49	"	Q.M.S., Farrier, R.C.D	28-12-'99	"	Q.M.S.	821	25	"
" ..	Neale, George	Sergt	27	"	Sgt. R.C.D.	1-10-'05	Corporal	Sergeant	365	00	"
" ..	Rhoades, William	Q.M.S. Instr.	32	"	Q.M.S. Instr. R.C.D.	1-3-'04	Sgt. Instr.	Q.M.S. Instr	638	75	"
" ..	Steer, Ernest	Sgt. Instr.	28	"	Sgt. Instr. R.C.D.	1-2-'06	Sergeant	Sgt. Instr.	456	25	"
" ..	Dadowell, Gilbert	Private	35	"	Private, R.C.D.	17-1-'00		Private	273	75	"
" ..	Elton, Harry	Q.M.S. Tptr.	35	"	Q.M.S. Tptr. R.C.D.	27-12-'04	Sgt. Trptr.	Q.M. Sgt. Tptr.	547	50	"
"	Dunne, Denis	S.Q.M. Sgt.	36	Ireland	S.Q.M. Sgt. R.C.D.	1-5-'06	Corporal	S.Q.M. Sgt.	456	25	"
" ..	Merrix, Albert	Sergt	28	England	Sergt. R.C.D.	1-1-'07	"	Sergeant	365	00	"
" ..	McConnell, Samuel	Private	24	Ireland	Private, R.C.D.	13-2-'05		Private	182	50	"
" ..	Sutton, William	Trumpeter	20	England	Trumpeter, R.C.D.	15-2-'05		Trumpeter	182	50	"
" ..	Walters, David	Private	26	Wales	Private, R.C.D.	20-2-'05		Private	182	50	"
" ..	Swain, Arnold	"	21	England	"	23-2-'05		"	182	50	"
" ..	Liddle, Joseph	"	25	"	"	4-3-'05		"	182	50	"
" ..	Moore, Henry	Corporal	37	"	Corpl. R.C.D.	1-1-'07	Lance Corporal	Corporal	292	00	"
" ..	Thompson, Henry	Private	35	"	Private, R.C.D.	13-6-'05		Private	273	75	"
" ..	Berend, Julius	"	25	"	"	19-6-'05		"	182	50	"
" .	Gill, George	Sergt.	26	"	Sergt. R.C.D.	1-1-'07	Corporal	Sergeant	365	00	"
" ..	Davis, Henry	"	29	"	"	1-1-'07	"	"	365	00	"
" ..	Travis, John	Private	27	"	Private, R.C.D.	21-12-'05		Private	182	50	"
" ..	Webstdale, George	"	20	"	"	22-12-'05		"	182	50	"
" ..	Higgins, Fred	"	25	"	"	16-1-'06		"	182	50	"
" ..	Prince, Joseph	Lce. Corpl.	22	"	Lce. Corpl. R.C.D.	1-1-'07	Private	Lance Corporal	219	00	"
" ..	Calway, Phillip	Shoeingsmith	25	"	Shoeingsmith, R.C.D.	3-3-'06		Farrier	273	75	"
" ..	Woolmer, David	Corporal	34	"	Corpl. R.C.D.	1-1-'07	Lance Corporal	Corporal	383	25	"
" ..	Mansfield, Russell	Private	19	"	Private, R.C.D.	29-3-'06		Private	182	50	"
" ..	Locke, George	Sergt	12	"	Sergt. Cook, R.C.D.	30-4-'06	Private	Sergeant	365	00	"

Military District No. 2, Toronto —*Continued.*

Military District.	Names (Surname first).	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration for Services.	Remarks.
									$ cts.	
No. 2	Moore, John	Private	23	England	Private, R.C.D.	22-5-'06		Private	182 50	Enlisted, R.C.D.
"	Fry, William	"	30	"	"	22-5-'06		"	182 50	"
"	Bird, Edward	"	20	"	"	26-5-'06		"	182 50	"
"	Daly, Fred.	"	19	"	"	28-5-'06		"	182 50	"
"	Vaughan, Leonard	"	32	"	"	31-5-'06		Private	273 75	"
"	Berne, Colman	Corporal	30	"	Corpl. R.C.D.	1-12-'06	Private	Corporal	328 50	"
"	Warren, Richard	Private	21	"	Private, R.C.D.	30-6-'06		Private	182 50	"
"	Denny, John	"	22	"	"	11-7-'06		"	182 50	"
"	Simpson, John	Lce. Corpl.	20	"	Lce. Corpl. R.C.D.	3-8-'06	Private	Lance Corporal	219 00	"
"	Wells, Lawrence	Private	29	"	Private, R.C.D.	13-9-'06		Private	182 50	"
"	McNeill, Rupert	Trumpeter	19	Scotland	Trumpeter, R.C.D.	21-9-'06		Trumpeter	182 50	"
"	Bowles, Ernest	Lce. Corpl.	35	Australia	Lce. Corpl. R.C.D.	1-12-'06	Private	Lance Corporal	219 00	"
"	Rivers, John	Private	26	England	Private, R.C.D.	5-10-'06		Private	182 50	"
"	Tingle, George	"	31	"	"	25-10-'06		"	182 50	"
"	Adlam, Horace	"	39	"	"	2-11-'06		"	273 75	"
"	Southwood, Albert	"	25	Wales	"	2-11-'06		"	182 50	"
"	Dance, Albert	"	31	England	"	20-11-'06		"	182 50	"
"	Hogan, Patrick	"	19	"	"	6-12-'06		"	182 50	"
"	Cleland, John	"	25	"	"	14-12-'06		"	182 50	"
"	Bark, Ruben	"	20	"	"	26-12-'06		"	182 50	"
"	Long, Thomas	"	26	"	"	29-12-'06		"	182 50	"
"	McAllum, Leigh	"	37	"	"	3-1-'07		"	273 75	"
"	Farrell, Fred	"	25	"	"	3-1-'07		"	182 50	"
"	Hurley, John	"	28	"	"	3-1-'07		"	182 50	"
"	Sawyer, Herbert	"	22	"	"	11-1-'07		"	182 50	"
"	Webb, John	"	30	"	"	12-1-'07		"	182 50	"
"	Evans, Harold	"	25	"	"	15-1-'07		"	182 50	"
"	Morris, George	"	21	"	"	18-1-'07		"	182 50	"
"	Gibbons, Charles	"	23	Ireland	"	28-1-'07		"	182 50	"
"	Cooper, William	"	27	England	"	31-1-'07		"	182 50	"
"	Cragg, Sydney	"	23	"	"	7-2-'07		"	182 50	"
"	Wilson, James	"	21	"	"	12-2-'07		"	182 50	"
"	Dickenson, Thomas	"	28	Ireland	"	21-2-'07		"	182 50	"
"	Dinnes, Clifford	"	19	England	"	22-2-'07		"	182 50	"
"	Towers, John	"	31	"	"	26-2-'07		"	182 50	"
"	Nicholson, Frederick	"	35	"	"	26-2-'07		"	182 50	"
"	Emlayson, George	"	19	Scotland	"	1-3-'07		"	182 50	"

"	Jamieson, Archibald William												
"	Frape, Arthur Ernest	Lieut	32	"	Lieut. R.C.H.A.		1-8-'05			Lieutenant	821	25	Appt. to R.C.H.A.
"	Birbeck, George Charles	Q.M.S. Farr.	32	England	Q.M.S. Farr, R.C.H.A.		5-12-'03	Sgt. Farr		Q.M.S. Farr	803	00	Enlisted, R.C.H.A.
"	Peppiatt, Wilhom	B.S.M.	30	"	B.S.M. R.C.H.A		1-8-'06	Sergeant		B.S. Maj.	456	25	"
	Bray, Harry Frank	Sergt	30	"	Sgt. R.C.H.A		1-7-'99	Corporal		Sergeant	456	25	"
	Harte, John Edward	"	32	"	"		27-12-'06	"		"	365	00	"
"	Palfrey, Henry Pearse	"	27	"	"		15-2-'07	"		"	365	00	"
"	Vertigan, Joseph	Corpl	26	"	Corpl. R.C.H.A.		30-4-'06	Bombadier		Corporal	292	00	"
"	Miller, Frederick	"	31	"	"		4-6-'06	"		"	292	00	"
"	Carruthers, Kenneth	"	26	"	"		1-1-'07	"		"	292	00	"
"	Lyon, Robert David	Bombadier	22	"	Br. R.C.H.A.		12-5-'06	Private		Bombadier	273	75	"
"	Hart, James Richard	"	26	"	"		28-7-'06	"		"	273	75	"
"	Mahan, Charles George	"	24	"	"		4-1-'07	"		"	273	75	"
"	Blackey, Albert	A. Br.	23	"	A. Br. R.C.H.A.		28-7-'06	Gunner		A. Bomb.	219	00	"
"	Cunningham, James	B. Br. S.S.	25	"	A. Br. S.S. R.C.H.A.		1-12-'06	"		A. Br. S.S.	219	00	"
"	Anderson, Charles	Trumpeter	17	Scotland.	Tptr. R.C.H.A.		27-6-'06			Trumpeter	146	00	"
"	Beeson, Rupert	Gunner	27	England	Gr. R.C.H.A.		15-12-'06			Gunner	182	00	"
"	Brown, Walter	Drummer	24	"	Dr. R.C.H.A.		30-11-'06			Drummer	182	00	"
"	Burrows, Charles	Gunner	26	"	Gr. R.C.H.A.		19-12-'06			Gunner	182	00	"
"	Butt, Edgar	"	28	"	"		6-12-'06			"	182	00	"
"	Clark, Frank Phillip	Drummer	28	"	Dr. R.C.H.A.		14-4-'05			Drummer	182	00	"
"	Coker, Henry	"	26	"	"		27-7-'05			"	273	75	"
"	Coker, Fred	Gunner	22	"	Gr. R.C.H.A		28-11-'05			Gunner	182	50	"
"	Cookson, Cuthbert	"	26	Scotland.	"		29-11-'05			"	182	50	"
"	Case, William	Driver.	24	England	Dr. R.C.H.A		25-10-'06			Driver	182	50	"
"	Cox, Sydney Herbert	Gunner	35	"	Gr. R.C.H.A		11-1-'07			Gunner	182	50	"
"	Dorning, Harold	"	21	"	"		21-12-'06			"	182	50	"
"	Ellis, Albert Edward	Driver.	18	"	Dr. R.C.H.A		12-11-'06			Driver.	182	50	"
"	Evans, Arthur	Gunner	33	"	Gr. R.C.H.A		16-6-'05			Gunner	182	50	"
"	Fleming, John	"	26	Wales	"		17-11-'06			"	182	50	"
"	Hamilton, Andrew	"	35	England	"		18-10-'95			"	273	75	"
"	Hutchings, Emanuel	"	29	Ireland	"		15-7-'05			"	273	75	"
"	Hearn, William	"	47	England	"		20-4-'85			"	273	75	"
"	Hilyard, John Edward	Driver.	23	"	Dr. R.C.H.A		4-12-'06			Driver.	219	00	"
"	Hynes, William John	"	19	"	"		25-7-'05			"	182	50	"
"	Jones, Frank	"	35	Ireland	"		21-12-'06			"	182	50	"
"	Jones, William	Gunner	29	England	Gr. R.C.H.A		10-12-'06			Gunner	273	75	"
"	Leonard, Charles James	Driver.	18	Scotland.	Dr. R.C.H.A		6-2-'07			Driver.	182	50	"
"	Lewis, George	Gunner	23	Ireland	Gr. R.C.H.A		27-7-'06			Gunner	182	50	"
"	Manley, James	Driver.	19	England	Dr. R.C.H.A		7-7-'06			Driver.	182	50	"
"	McMachan, Oscar Desmond	Gunner	34	"	Gr. R.C.H.A		12-5-'05			Gunner	273	75	"
"	O'Donough, John	"	19	Scotland.	"		21-9-'06			"	182	50	"
"	Pearce, Alfred	"	30	England	"		15-7-'05			"	273	75	"
"	Penfold, George James	"	32	"	"		15-7-'05			"	273	75	"
"	Pennio, Duff Morrison	"	19	"	"		25-11-'05			"	182	50	"
"	Robertson, William	"	24	Scotland.	"		18-12-'06			"	182	50	"
"	Robertson, Robert	Driver.	27	"	Dr. R.C.H.A		27-7-'05			Driver.	273	75	"
"	Rushton, James	"	20	"	"		2-6-'05			"	182	50	"
"		Gunner	24	"	Gr. R.C.H.A		28-11-'06			Gunner	182	50	"

Military District No. 2, Toronto.—*Continued.*

Military District.	Names (Surname first.)	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration, for Services.	Remarks.
									$ cts.	
No. 2	Smith, George	Gunner	29	Ireland	Gr. R.C.H.A	29-9-'06		Gunner	182 50	Enlisted, R.C.H.A
"	Smith, Reginald George	"	23	England	"	7-3-'07		"	182 50	"
"	Stevens, William	"	25	"	"	18-12-'06		"	182 50	"
"	Thomas, David	"	21	"	"	29-11-'06		"	182 50	"
"	Tipping, Alfred Thomas	"	20	"	"	9-2-'07		"	182 50	"
"	Trench, John	"	19	"	"	16-2-'07		"	182 50	"
"	Vincent, Thomas	"	40	"	"	24-4-'02		"	273 75	"
"	Williamson, Calvin	"	25	"	Dr. R.C.H.A	9-5-'05		Driver	182 50	"
"	Wolfe, Harry	"	25	Scotland	"	26-9-'06		"	182 50	"
"	Heathershaw, Henry	Corpl	23	England	Corpl., R.C.E	25-7-'06	Private	Corporal	401 50	Enlisted, R.C.E
"	Kiddie, Robert	2nd Corpl	23	Scotland	2nd Corpl., R.C.E	8-9-'06	Corporal	2nd Corporal	401 50	"
"	Wills, Isaac	Lance Corpl	26	England	Lce. Corpl., R.C.E	1-10-'06	Private	Lce. Corporal	310 25	"
"	Bangay, William A.	Sapper	23	"	Sapper, R.C.E	4-1-'06		Sapper	273 75	"
"	Cross, Ellis	"	23	"	"	11-1-'06		"	273 75	"
"	Collins, Sidney J	"	32	"	"	23-4-'07		"	273 75	"
"	Edwards, Henry	"	45	"	"	3-10-'05		"	292 00	"
"	Fitzpatrick, John	"	23	"	"	17-1-'07		"	273 75	"
"	Gardener, Alfred	"	36	"	"	13-7-'05		"	273 75	"
"	Gibney, James	"	34	Ireland	"	26-3-'06		"	292 00	"
"	Halford, Isaac	"	27	England	"	19-1-'06		"	292 00	"
"	Jones, James	"	29	"	"	26-9-'05		"	273 75	"
"	Patterson, Alexander	"	30	Scotland	"	1-9-'05		"	219 00	"
"	Rose, James	"	23	"	"	21-11-'05		"	292 00	"
"	Denison, Bertram Noel	Lieut	24	"	Lieut., R.C.R	15-11-'05	2nd Lieut	Lieutenant	1,095 00	Temporary for 2 years (Belongs to Imperial Army.)
"	Butcher, William Patrick	Capt	42	England	Qr. Master, R.C.R	14-8-'03	Sergt.-Major	Hon. Captain	1,277 50	Enlisted, R.C.R., and promoted for good service.
"	Cumming, Roderick	Sergt.-Major	54	Scotland	Sergt.-Maj., R.C.R	21-12-'87	Sergt. Instr.	Sergt-Major	730 00	Enlisted, R.C.R.
"	Utton, Fred William	"	34	England	"	1-7-'05	Q. Master S	"	547 50	"
"	O'Neil, John	Q M S	40	"	Q.M.S., R.C.R		Sergeant	Q.M.S	492 75	"
"	Moore, George	"	39	Ireland	"	1-5-'03	Col.-Sergt	"	638 75	"
"	Price, Ernest Harold	" Instr.	40	England	Q.M.S	1-7-'01	Drill Sergt	" Instr	638 75	"
"	Legge, John Sanderson	"	34	Ireland	Instr., R.C.R	29-1-'03	Sergeant	"	638 75	"
"	Fleming, Joseph	Driver, Sergt.	31	Scotland	Q.M.S., R.C.R	1-6-'06	"	Driver, Sergt	492 75	"
"	Wood, Walter Edwin	Sergt	40	England	Dr. Sergt., R.C.R	1-5-'03	Corporal	Sergt., Instr	401 50	"

"	"	Cranston, David	"		44	"		Sergt., R.C.R.		1-5-'92	"		"		456 25
"	"	O'Brien, John Ernest	"		29	"		"		19-7-'06	"		"		365 00
"	"	Hare, Michael James	Sgt-Maj	Tailor	50	Ireland		Master Tailor, R.C.R.		1-6-'03			"	MasterTail'r	401 50
"	"	Neill, William	Corpl		41	"		"		1-8-'05	Private		Corporal		383 25
"	"	Bamford, Edward	"		43	Scotland		Corpl., R.C.R.		1-5-'06	"		"		292 00
"	"	Dixie, Charles Edward	"		29	England		"		19-7-'06	"		"		292 00
"	"	Banks, Herbert Henry	"		28	"		"		23-10-'06	"		"		292 00
"	"	Lee, James	"		38	"		"		8-1-'07	"		"		292 00
"	"	Ryan, Edward John	Lance-Corpl		27	Ireland		Lce. Corpl., R.C.R		24-10-'06	"		"		273 75
"	"	White, Fred	"		30	England		"		5-3-'07	"		"		273 75
"	"	Newman, John William	"		39	"		"		3-3-'07	"		"		273 75
"	"	Baxandale, Squire	Private		21	"		Private, R.C.R.		20-12-'06			Private		182 50
"	"	Black, John Richardson	"		31	Ireland		"	"	1-12-'06			"		182 50
"	"	Butler, Herbert Frank	"		22	England		"	"	26 10-'06			"		182 50
		Banwell, John Robert	"		30	Wales		"	"	4-7-'06			"		273 75
	"	Bailey, Fred	"		26	Australia		"	"	12-1-'07			"		182 50
		Bradley, Fred William	"		25	England		"	"	2-2-'07			"		182 50
"	"	Burns, Charles	"		26	Scotland		"	"	6-2-'07			"		182 50
"	"	Carter, Alfred James	"		27	England		"	"	17-5-'06			"		182 50
"	"	Charman Alfred	"		42	England		"	"	5-4-1888			"		273 75
"	"	Copperfield, James	"		27	"		"	"	27-10-'06			"		182 50
"	"	Chandler, Fred	"		20	"		"	"	14-12-'06			"		182 50
"	"	Cranner, Henry Gordon	"		22	"		"	"	26-12-'06			"		182 50
"	"	Dunn, Albert	"		34	"		"	"	23-12-'05			"		182 50
"	"	Eagers, Walter	"		44	"		"	"	16-11-'06			"		273 75
"		Flansberg, Samuel	"		21	"		"	"	23-3-'06			"		182 50
"	"	Greenslade, John Lloyd	"		21	Wales		"	"	3-4-'06			"		182 50
"	"	George, Charles	"		24	England		"	"	8-1-'07			"		182 50
"	"	Holloway, Charles Henry	"		31	"		"	"	29-12-'06			"		182 50
"	"	Humberstone, Jno. Henry	"		38	"		"	"	4-1-'07			"		182 50
"	"	Hurry, James Mitchell	"			"		"	"	3-4-'06			"		182 50
"	"	Hartell, William	"		38	"		"	"	14-12-'05			"		273 75
"	"	Hatton, Arthur	"		26	"		"	"	24-10-'06			"		182 50
"	"	Hennessy, Joseph	"		40	Ireland		"	"	17-9-'04			"		273 75
"	"	Holmes, James	"		31	England		"	"	22-5-'06			"		182 50
"	"	Howard, Thomas	"		21	"		"	"	23-12-'05			"		182 50
"	"	Hunter, Andrew	"		36	Scotland		"	"	17-5-'04			"		182 50
"	"	Hughes, James	"		30	Ireland		"	"	13-7-'06			"		273 75
"	"	Johnson, Ernest William	"		29	England		"	"	7-7-'06			"		273 75
"	"	Kelly, John	"		27	Ireland		"	"	21-12-'06			"		182 50
"	"	Lincoln, Edward	"		45	England		"	"	15-1-'07			"		182 50
"	"	Llewhellin, Thos. Milford	"		30	"		"	"	21-9-'06			"		182 50
"	"	Major, Robert Leonard	"		32	"		"	"	24-10-'91			"		273 75
"		McGill, Daniel	"		39	Scotland		"	"	20 4-'06			"		273 75
"	"	Mills, Robert James	"		29	England		"	"	26-7-'06			"		273 75
"	"	Mundy, Cornelius	"		32	"		"	"	26-6-'06			"		182 50
"	"	Nicholls, William	"		34	"		"	"	10 3-'06			"		273 75
"	"	Nisbet, Terson Arthur	"		19	Scotland		"	"	6-2-'07			"		182 50
"	"	Noble, William John	"		40	England		"	"	10-11-'99			"		273 75
"	"	Roe, Harry	"		24	"		"	"	5-9-'03			"		219 00

Military District No. 2, Toronto—*Continued.*

Military District.	Name (surname first).	Rank.	Age.	Country of Origin.	Nature of appointment or employment.	Date of employment.	Rank before appointment or employment.	Rank after appointment or employment.	Yearly remuneration for services.	Remarks.
									$	
No. 2.	Slowey, Edward Gorden.	Private.	23	Ireland	Private, R.C.R.	30-10-'06		Private	182 50	Enlisted R.C.R.
"	Saxty, Thomas	"	32	England.	" "	11-1-'07		"	182 50	"
"	St. Clair, Robert	"	32	"	" "	18-8-'06		"	273 75	"
"	Towers, Robert	"	29	"	" "	19-12-'06		"	219 00	"
"	Troup, Charles	"	30	"	" "	1-8-'06		"	182 50	"
"	Vertigan, James	"	35	"	" "	27-12-'06		"	182 50	"
"	White, Thomas William.	"	39	"	" "	7-6-'06		"	273 75	"
"	Woolford, Frederick	"		"	" "	25-1-'07		"	182 50	"
"	Whiting, Edgar	"	28	"	" "	27-9-'06		"	182 50	"
"	Wickham, Rupert Bertram	"	20	"	" "	10-12-'06		"	182 50	"
"	Wilson, George	"	25	Scotland.	" "	6-2-'07		"	182 50	"
"	Wilson, Harry	"		England.	" "	10-11-'06		"	182 50	"
"	Wray, Frederick	"	36	Ireland	" "	10-7-'06		"	182 50	"
"	Woodburn, Edward	Bugler.	27	England.	Bugler, R. C. R.	6-2-'07		Bugler	182 50	"
"	Bramah, John Edward	Private.		"	Private, "			Private	182 50	"
"	Brooke, William John.	Wardmaster	31	"	Wardmaster, A.M.C.	1-8-'05	Sgt. R.C.D	Wardmaster	547 50	Enlisted A.M.C.
"	Mulholland, James	Asst. Wd. Mr.	27	Ireland	Asst. Wd. Mr., "		Private	Asst. Wd. Mr.	456 25	"
"	Serace, Chas. William.	Private.	20	England.	Private, A.M.C.	27-7-'06	"	Private	219 00	"
"	Evans, W. N. J.	Major		Ireland	Caretaker, Niagara-on-the-Lake			Caretaker.	547 50	
"	Harden, H. S. Scott	Lieutenant	35	England.	Lieut. attached O.S.C		Lieutenant	Lieutenant	821 25	Employ'd temporarily
"	Dalley, Richard.	Conductor.	57	"	Conductor O.S.C.	1-7-'03	Private, R.C.R.	Conductor	930 75	Enlisted R.C.R.
"	Dupre, George Charles.	Staff Sgt	34	"	Staff Sgt., O.S.C.	1-12-'06	Private, R.C.D.	Staff Sgt.	547 50	Enlisted R.C.D.
"	Davis, Herbert Edwin.	Corporal	38	U. States.	Corporal, O.S.C.	1-1-'07	Private	Corporal	348 50	Enlisted O.S.C.
"	Spicer, Henry Richard	"	29	England.	" "	1-7-'07	Private, R.C.D.	"	348 50	Enlisted R.C.D.
"	Degnan, Thomas	Lance Corpl.	41	"	Lance Corpl. O.S.C.	5-3-'07	Private, O.S.C.	Lance Corpl.	292 00	Enlisted R.C.R.
"	Able, Charles Edward.	Private.	27	"	Private, O.S.C.	29-12-'03	" "	Private	255 50	Enlisted O.S.C.
"	Finegan, John	"	34	Ireland.	" "	1-12-'06	" "	"	365 00	"
"	Godfrey, John	"	28	England.	" "	13-12-'06	" "	"	237 25	"
"	Morgan, Thomas Trevor.	"	21	"	" "	11-12-'06	" "	"	200 75	"
"	McLennan, David John	"	35	"	" "	24-10-'06	" "	"	310 25	"
"	Ward, Walter	"		"	" "	23-11-'05	" "	"	310 25	"
"	Woodcock, Richard	Saddler.	70	"	Civ. Saddler, O.S.C.	27-11-'03	Saddler	Saddler	912 50	Civil employee.
"	Baldock, J. G.	Civilian	57	"	Civilian	27-11-'03	Gr. R.C.A	Civilian	657 00	"
"	Fisher, James	"	71	Scotland.	Night Watchman	26-3-'02		"	482 75	"
"	Martin, Andrew	"	67	Ireland	Civilian	27-11-'03	Sgt. O.S.C.	"	657 00	"

"	Perrie, Robert	"	72	England	"	27-11-'03	"	"	657	00	"	
"	Greer, James	"	76	Ireland	"	27-12-'03	Armourer	"	657	00	"	

Eastern Ontario Command — Military Districts Nos. 3 and 4, Kingston, Ont.

No. 3	Carroll, Thomas P	Sergt	64	Ireland	Caretaker, Drill Hall, Ottawa	1-4-'02	Pioneer Sgt., G. G. F. G.	Caretaker	456	25	Civil employee.	
"	Muir, Alexander Sgt	"	63	Scotland.	Caretaker, P.L.D.G.	5-9-'99	Sgt. Br. Army	"	456	25	"	
"	Hendry, David	"	38	"	Mil. St. Clerk	1-12-'95	Corpl. R. C. R.	Sergt	803	00	Enlisted R. C. R.	
"	Bailey, Wilfrid George	Q.M.S.	31	Wales.	"		Gr. R.C.F.A.	Q.M.S.	930	75	" R.C.F.A.	
"	Turner, Charles.	"	38	England	Army Pay Clerk		Corpl.	"	949	00	" R.C.A.	
"	O'Connor, Jos. Aloysius.	Sergt	27	Ireland	Sgt. M.S.C.		Driver, R.C.F.A.	Sergt.	839	50	" "	
"	Weir, Henry.	"	35	England	Sgt. A.P.C.		Gunner, R.C.F.A.	"	803	00	" "	
"	Jackson, Charles.	Caretaker	56	"	Caretaker		Bandsman, 14th Regt.	Caretaker	456	25	Civil employee.	
"	Swaine, Edward	"	76	"	" O.S.C.		Sgt. Instr. R.C.A.	"	365	00	"	
"	Pugh, Thomas	Sergt	64	Wales.	"		Gunner, R.C.A.	Sergt. Caretaker	365	00	"	
"	Cummington, William Henson	Caretaker	63	England	"			Caretaker	365	00	"	
"	Woodhead, Thomas	Storeman	75	"	Storeman, O.S.C.			Storeman	456	25	"	
"	Crowley, John	Sergt	26	Ireland	Mil. St. Clerk	11-7-'06	Gunner, R.C.H.A.	Sergt	803	00	Enlisted R.C.A.	
"	McCrae, William B.	Q.M.S. Armr	49	Scotland.	Armourer		S. Sgt. O.S.C.	Q.M.S.	1,204	50	Enlisted O.S.C.	
"	Buckingham, Albert	Sergeant	28	Ireland	Sgt. O.S.C.	3-6-'05	Corpl.	Sergt	638	75	"	
"	Parsons, James Joseph	Private	46	England	Private, O.S.C.	15-4-'05	Gr. R.C.A.	Private	492	75	"	
"	Francis, James	"	32	"	"	1-12-'06	"	"	456	25	"	
"	Morgan, Harry Sydney	"	28	"	Corpl. R.C.A.	16-12-'04	"	"	456	25	"	
"	Jeckell, Henry	Staff Sergt	42	"	Foreman of works R.C.E.	21-7-'06	Sergt	Staff Sgt	730	00	Enlisted R.C.E.	
"	Wallace, Jas. Matherson	Wardmaster	28	Scotland.	Wardmaster, P.A.M.C.	29-7-'04	Bombr. R.C.A.	Wardmaster	547	50	Enlisted R.C.A.	
"	Patman, William	Asst. Wardm'r	37	England	Ast. " "	3-10-'04		Asst. Wardmaster	456	25	Enlisted P.A.M.C.	
"	Marshall, Albert Fred.	Private	23	Scotland.	Private, P.A.M.C.			Private	219	00	"	
"	Vere, Castel Kerrison	Sgt Maj. Instr.	26	England	Sgt. Instr., P.A.S.C.	8-6-'06		Sgt. Instr.	638	75	Enlisted C.P.A.S.C.	
"	Logan, George	Sergt	36	Scotland.	Sgt. C.P.A.S.C.	1-12-'06		Sergt	250	90	"	
"	Ashby, John	Corpl.	30	England	Corpl. P.A.S.C.	3-1-'07	Private	Corpl.	401	50	"	
"	Barrington, Patrick	Private	22	Ireland	Private, P.A.S.C.	17-1-'07		Private	182	50	"	
"	Ryan, John.	"	23	"	"	17-1-'07		"	182	50	"	
"	Waddell, Arthur.	"	21	Scotland.	Ast. Lce. Corpl. P.A.S.C.	4-2-'07	Private	"	365	00	"	
"	Pare, Percy E. H.	"	19	England	Private, "	12-3-'07		"	182	50	"	
"	Stroud, Allan	W. Officer	58	"	Mr. Gr. W.O.	2-2-'99	Sgt.-Maj.	W. Officer	730	00	Enlisted R.C.A.	
"	Hewgill, William Percy	Q.M.S.	54	"	Q.M.S. R.C.H.A.	1-7-'98	Sergt	Q.M.S.	675	25	"	
"	Clifford, Walter	"	37	"	Q.M.S.-I.-R.C.H.A.	1-8-'03	B. S. Maj.	"	638	75	"	
"	Worth, Thomas	Ar. Q.M.S.	50	"	Ar. Sgt. R.C.H.A.	29-5-'05	Sergt	Ar. Q.M.S.	730	00	"	
"	Newnham, Thomas	O.R.C.	45	"	O.R.C. R.C.H.A.	22-2-'02	"	Q.M.S.	638	75	"	
"	O'Neill, Charles	Corpl.	25	Scotland.	Band Corpl.	1-11-'06	Bombr	Corpl.	292	00	"	
"	Bowden, Walter	Bandsman	22	England	Bandsman, R.C.H.A.	6-4-'06	Gunner	Bandsman	182	50	"	
"	Curwin, Witton	"	40	"	" "	26-6-'06	"	"	273	75	"	
"	Dicker, Henry	Gunner	27	"	Gr. R.C.H.A.	27-8-'03		Gunner	182	50	"	
"	Edgar, Robert	Bandsman	37	Scotland.	Bandsman, R.C.H.A.	31-12-'05	Gunner	Bandsman	182	50	"	
"	King, James.	"	20	England	" "	31-12-'05	"	"	182	50	"	
"	Leary, John	"	22	"	" "	1-11-'06	"	"	182	50	"	

Eastern Ontario Command Military Districts Nos. 3 and 4, Kingston, Ont.—*Continued.*

Military District.	Name (Surname first).	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after appointment or Employment.	Yearly Remuneration for Services.	Remarks.
									$ cts.	
No. 3	Potvin, Ernest	Bandsman	29	U. States	Bandsman, R.C.H.A.	10-10-'06	Gunner	Bandsman	182 50	Enlisted R.C.H.A.
"	Purvis, Archibald	"	34	England	" "	1-1-'06	"	"	219 00	"
"	Sutton, John	Gunner	26	"	Gr. R.C.H.A.			Gunner	182 50	"
"	Tuckerman, James	Bandsman	36	"	Bandsman, R.C.H.A.	1-1-'06	Gunner	Bandsman	182 50	"
"	Turner, Henry	Gunner	42	"	Gr. R.C.H.A.			Gunner	273 75	"
"	Thomas, Albert Morley	"	37	"	"			"	273 75	"
"	Thompson, Joseph	Bandsman	31	"	Bandsman, R.C.H.A.	2-10-'06	Gunner	Bandsman	273 75	"
"	Willis, Samuel Robert	"	44	"	" "	25-8-'06	"	"	182 50	"
"	Bramah, William	Sgt.-Maj	41	Channel Is	Bty. Sgt. Maj. 'A' Bty	1-1-'07	Sergt	Sgt.-Maj.	492 75	"
"	Somers, Lawrence	Sgt.	36	Ireland	Sgt. 'A' Bty	27-8-'99	Corpl.	Sergt	492 75	"
"	Aldcroft, George	"	30	"	"	1-2-'04	"	"	474 50	"
"	Hopkins, Walter	"	31	England	"	27-12-'06	"	"	401 50	"
"	Turner, Thomas James	Sgt. C.M.	29	"	Sgt. Col. M 'A' Bty.	1-2-'01	"	Sgt. C.M.	620 50	"
"	Stevenson, Walter	Sgt.-Farr.	33	"	Sgt. Farr. 'A' Bty			Sgt. Farr.	602 25	"
"	Wolfe, Charles	Asst. Sgt.	46	"	Ast. Sgt. 'A' Bty	20-1-'06	Corpl.	Asst. Sgt.	292 00	"
"	Stokes, Reginald	Corpl.	27	"	Corpl. 'A' Bty	27-9-'05	Bombr	Corpl.	310 55	"
"	Hird, Walter	"	31	"	"	7-2-'06	"	"	310 25	"
"	Lowrie, William	"	24	Scotland	"	1-6-'06	"	"	310 25	"
"	Dean, Frank	"	27	England	"	1-2-'07	"	"	310 25	"
"	Dillon, John	"	29	Ireland	"	1-2-'07	"	"	310 25	"
"	Dervent, Fred Charles	Bombr	27	England	Bombr. 'A' Bty	25-4-'06	Gunner	Bombr.	292 00	"
"	Kelly, Leonard	"	23	"	"	1-2-'07	"	"	292 00	"
"	Koeff, Fred	"	27	Germany	"		"	"	237 25	"
"	Egglestone, Thos. Wm	"	23	England	"	1-2-'07	"	"	237 25	"
"	Nelson, Arthur	Tptr	26	"	Tptr. 'A' Bty.			Tptr	237 25	"
"	Cuthbertson, Charles	"	19	Scotland	"			"	200 75	"
"	Smith, Alfred Henry	"	19	England	"			"	200 75	"
"	Aiken, Alexander	Gunner	43	Scotland	Gunner "			Gunner	237 50	"
"	Adams, Charles	Driver	22	England	Driver "			Driver	375 00	"
"	Burt, Percy	Gunner	29	"	Gunner "			Gunner	375 00	"
"	Blackman, Ernest	Driver	34	"	Driver "			Driver	292 00	"
"	Bleach, William	Gunner	23	"	Gunner "			Gunner	182 50	"
"	Cherry, Edward John	"	23	"	" "			"	200 75	"
"	Constable, Walter Evans	"	32	"	" "			"	200 75	"
"	Cuthbertson, George	Driver	22	Scotland	Driver "			Driver	200 75	"
"	Cummings, Albert David	"	22	England	" "			"	200 75	"
"	Downie, Matthew	Gunner	31	Scotland	Gunner "			Gunner	200 75	"

"	..	Desmond, Thomas John	Driver	22	Ireland	Driver	"					Driver	200	75			
"	..	Done, Frank	"	19	England	"	"					"	182	50			
"	..	Entwistle, Thomas	"	19	"	"	"					"	200	75			
"	..	Ferrier, William	Gunner	27	Scotland	Gunner	"					Gunner	292	00			
"	..	Forbes, Wm. Jno. Lindsay	Driver	20	England	Driver	"					Driver	200	75			
"	..	Fournier, Jean	Gunner	36	France	Gunner	"					Gunner	292	00			
"	..	Fawcett, William	"	27	England	"	"					"	182	50			
"	..	Glenn, Matthew	"	35	Scotland	"	"					"	292	00			
"	..	Gaunt, Ernest	"	28	England	"	"					"	182	50			
"	..	Gregory, James	Driver	22	"	Driver	"					Driver	200	75			
"	..	Greyling, Fred	Gunner	27	"	Gunner	"					Gunner	200	75			
"	..	Harrison, Robert	Driver	23	Ireland	Driver	"					Driver	200	75			
"	..	Horan, Thomas	Gunner	36	England	Gunner	"					Gunner	292	00			
"	..	Halligan, Thos. William	Driver	21	"	Driver	"					Driver	200	75			
"	..	Hill, Fred	"	43	"	"	"					"	292	00			
"	..	Jamieson, John	"	26	"	"	"					"	200	75			
"	..	Johnston, James	Gunner	27	Ireland	Gunner, A Battery						Gunner	200	75			
"	..	Kenny, Walter Francis	Driver	22	England	Driver, R.C.H.A						Driver	200	75			
"	..	Kelly, Thomas	"	22	Ireland	"						"	200	75			
"	..	Lawlor, Thos. James	"	27	England	"						"	182	50			
"	..	Molloy, Andrew	"	29	Ireland	"						"	200	75			
"	..	Millard, William	Gunner	36	England	Gunner, R.C.H.A.						Gunner	292	00			
"	..	Moody, Hy. Fred	"	26	"	"						"	292	00			
"	..	Munro, Edward	"	29	Scotland	"						"	182	50			
"	..	McCombie, Robert	Driver	25	"	Driver, R.C.H.A						Driver	200	75			
"	..	McIntosh, William	Gunner	32	"	Gunner, R.C.H.A						Gunner	292	00			
"	..	McLeod, Neil	Driver	20	"	Driver, R.C.H.A						Driver	200	75			
"	..	Myles, Patrick	Gunner		Ireland	Gunner, R.C.H.A						Gunner	182	50			
"	..	Myles, Thomas	"		"	"						"	182	50			
"	..	Mather, William	Driver	27	England	Driver, R.C.H.A						Driver	200	75			
"	..	Norwebb, Chas. H. S	Gunner	34	"	Gunner, R.C.H.A						Gunner	237	25			
"	..	Newman, William	Driver	22	"	Driver, R.C.H.A						Driver	200	75			
"	..	Newell, Harry	Gunner	20	"	Gunner, R.C.H.A						Gunner	182	50			
"	..	Owen, Arthur S. H	Driver	20	Australia	Driver, R.C.H.A						Driver	200	75			
"	..	Perrin, Lawrence Rufus	Gunner	28	England	Gunner, R.C.H.A						Gunner	200	75			
"	..	Roberts, Hugh	"	29	Scotland	"						"	200	75			
"	..	Ross, William Lee	"	25	"	"						"	182	50			
"	..	Randall, Alfred James	Driver	38	England	Driver, R.C.H.A						Driver	182	50			
"	..	Rudrick, Peter	"	21	"	"						"	200	75			
"	..	Smith, John	"	27	"	"						"	200	75			
"	..	Smith, Harry	"	22	"	"						"	236	25			
"	..	Smith, William	"	22	Wales	"						"	182	50			
"	..	Stewart, John D	Gunner	34	England	Gunner, R.C.H.A						Gunner	236	25			
"	..	Snowden, George	Driver	24	"	Driver, R.C.H.A						Driver	200	75			
"	..	Simpson, Arthur	Gunner	26	"	Gunner, R.C.H.A						Gunner	182	50			
"	..	Thompson, Charles	"	27	"	"						"	200	75			
"	..	Thomas, Richard	Driver	20	Wales	Driver, R.C.H.A						Driver	200	75			
"	..	Williamson, Robert	"	36	Scotland	"						"	200	75			
"	..	Webster, Edward	Gunner	22	England	Gunner, R.C.H.A						Gunner	200	75			
No. 4	..	Prideaux, Phillip Edward	Captain	34	"	Captain, O.S.C		15-12-06	Lieutenant			Captain	1,095	00	Appt. from 10th R.G.		

Eastern Ontario Command—Military Districts Nos. 3 and 4., Kingston, Ont.

Military District.	Names (Surname first.)	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration, for Services.	Remarks.
									$ cts.	
No. 4.	Cooper, Albert Thomas.	Lieutenant.	42	England.	Quarter-Master, O.S.C.	1-11-'06	Condr.	Lieutenant & Q M.	1,095 00	Enlisted, R.C.R.
"	Simons, Alfred Montague	Sub Condr.	37	"	Sub. Condr. O.S.C.	1-12-'06	Sergeant.	Sub. Condr.	638 75	Enlisted, R.C.A.
"	Ellis William Cooley	"	36	"	"	1-12-'06	"	"	638 75	"
"	Smallwood, Leopold Jas	Arm. S.-Sgt	27	"	Armourer, O.S.C.	1-12-'06	"	Armourer, S. Sgt.	711 75	Enlisted, O.S.C.
"	Hoff, Andrew Stewart.	Corporel	29	Scotland.	Corporal, O.S.C.	1-12-'06	Private	Corporal	292 00	"
"	Watson, James William	"	28	England	"	1-12-'06	"	"	292 00	"
"	Belsey, William.	Private	27	"	Private, O.S.C.	3-12-'04		Private	182 50	"
"	Rose, William	"	36	"	"	29-12-'05		"	273 75	"
"	Bagley, Edward	"	39	"	"	26-6-'06		"	182 50	"
"	McCarthy, Patrick James	"	37	Ireland	"	27-9-'06		"	182 50	"
"	Ferris, Edward Ernest	"	23	England	"	29-5-'06		"	182 50	"
"	Merkel, George Morris	"	23	Germany.	"	30-10-'06		"	182 50	"
"	Smallwood, Samuel.	Civilian	67	England	Civl. Employee, 1st appt	14-5-'84	Armourer	Civilian	1,245 50	"
"	Donaldson, Joshua	"	57	Ireland	"	9-5-'88	Storeman	"	748 25	"
"	Bishop, Thomas.	"	56	England	"	3-10-'87	"	"	657 00	"
"	Cawdron, Henry	"	66	"	"	1-5-'73	"	"	456 25	"

Quebec Command—Military Districts Nos. 5, 6 and 7, Montreal.

No. 5.	Donavan, John	Caretaker.	64	Ireland	Caretaker, Drill Hall, Montreal	15-12-'84		Caretaker.	456 25	Civil Employee.
"	Mahoney, John	"	65	"	"	7-4-'02		"	456 25	"
"	M Phail, John	"	42	Scotland.	"	14-1-'07		"	456 25	"
"	Philips, Joseph	"	53	England	"	14-4-'05		"	456 25	"
"	Pettigrew, Thomas.	"	65	Scotland.	"	7-6-'89		"	456 25	"
"	Suitens, Desire	"	46	Belgium	Chief	22-4-'87		"	547 50	"
"	Warren, James	"	76	England	"	15-1-'74		"	456 25	"
"	Baldwin, Herbert C.	Regt. Q.M.S.	35	"	Regt. Q.M.S., R.C.D.	13-12-'06	Sq. Q.M.S.	R.Q.M.S.	492 75	Enlisted, R.C.D.
"	Medhurst, Nathol.	Q.M.S. Instr	37	"	Q.M.S. Instr, R.C.D.	1-3-'04	Sergeant.	Q.M.S. Instructor.	547 50	"
"	Fuller, Herbert	"	34	"	"	1-12-'04	"	"	547 50	"
"	Hudson, George	Sq.Q.M.S.	45	"	S.Q.M.S., R.C.D.	26-12-'06	"	S.Q.M.S.	456 25	"
"	Vinnell, Alfred	Sergt	35	"	Sergeant, R.C.D.	1-3-'01	Corporal.	Sergeant	456 25	"
"	O Neill, Patrick	"	37	Ireland	"	12-8-'05	"	"	365 00	"
"	Rodges, William D	"	31	Scotland.	"	1-2-'06	"	"	365 00	"

"	Lewis, Fred John	"	36	England	"		15-5-'06	"		"		420	25
"	Clarke, George	"	33	"	"		1-7-'06	"		"		365	00
"	Dee, James	Corporel	25	"	Corpl. R. C. D.		1-7-'06	Lance-Corporel		Corporal		292	00
"	Devereux, Charles Hugh	"	22	"	C. Saddler, R.C.D.		1-1-'07	Private		C. Saddler		292	00
"	Walters, James	"	27	"	C. Shoeing-smith, R.C.D.		1-2-'07	"		C. Shoeing-Smith		292	00
"	Cox, Fred	Lce.-Corpl.	25	"	Lce. Corpl. R.C.D.		1-1-'07	"		Lance. Corporal		219	00
"	Scott, Veazey	"	25	"	"		1-1-'07	"		"		219	00
"	Hammond, Lawrence	Trumpeter	19	"	Trumpeter, R.C.D.					Trumpeter		182	50
"	Austin, George	Private	25	"	Private, R.C.D.					Private		182	50
"	Armstrong, Alfred	"	27	Ireland	"					"		182	50
"	Bush, Herbert	"	34	England	"					"		182	50
"	Clair, Charles	"	36	"	"					"		182	50
"	Clark, William	"	19	Guernsey	"					"		182	50
"	Chase, Albert	"	31	England	"					"		182	50
"	Clements, Harry	"	27	"	"					"		182	50
"	Collins, William	"	37	"	"					"		273	75
"	Cartmer, George	"	29	"	"					"		182	50
"	Davies, Richard	"	26	Wales	"					"		182	50
"	Deane, Desmond	"	31	England	"					"		182	50
"	Dyer, Frederick	"	35	"	"					"		182	50
"	Francis, Charles	"	26	"	"					"		182	50
"	Hards, Norman	"	25	"	"					"		182	50
"	Harris, John	"	20	"	"					"		182	50
"	Hemming, Arthur	"	29	"	"					"		182	50
"	Hemming, Norman	"	22	"	"					"		182	50
"	Hughes, Bernard	"	25	Ireland	"					"		182	50
"	Jackson, Ellis	"	22	England	"					"		182	50
"	Jackson, James	"	29	"	"					"		182	50
"	Johnson, William	"	21	"	"					"		182	50
"	Jones, William	"	22	"	"					"		182	50
"	Morgan, Percival	"	24	"	"					"		182	50
"	Moore, James	"	24	"	"					"		182	50
"	Martin, John	"	21	Ireland	"					"		182	50
"	Nichols, John	"	28	England	"					"		182	50
"	Owens, Richard	"	22	"	"					"		182	50
"	Page, Thomas	"	30	"	"					"		273	75
"	Paine, Albert	"	25	"	"					"		182	50
"	Pemberton, William	"	26	"	"					"		219	00
"	Powell, Richard	"	31	"	"					"		182	50
"	Pullen, Fred	"	20	"	"					"		182	50
"	Pitman, Ernest	"	24	"	"					"		182	50
"	Rand, Charles	"	27	"	"					"		182	50
"	Rinders, Richard	"	46	"	"					"		273	75
"	Silva, John	"	23	"	"					"		182	50
"	Sims, Fred	"	27	"	"					"		219	00
"	Townsend, Fred	"	26	"	"					"		182	50
"	Varnon, Arthur	"	20	"	"					"		182	50
"	Wiltshire, Edwin	"	24	"	"					"		182	50
"	Weston, William	"	20	"	"					"		182	50

Quebec Command—Military Districts Nos. 5, 6 and 7, Montreal—*Continued.*

Military Districts.	Names (Surname first).	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration, for Services.	Remarks.
									$ cts.	
No. 7	Higgins, Henry	Caretaker	70	England	Caretaker, Que. drill h.			Caretaker.	565 25	Civ. employee.
"	Jackson, James William.	Sergt	29	"	Mil. stores clerk	1-9-'05	Lce. Corporal.	Serg	839 50	Enlisted, R.C.D.
"	Seeley-Smith, Ed.	Lieut.	21	"	Lieut. att. R.C.R.	1-7-'06	Lieut. 62nd reg.	Lieut.	821 25	Att. for duty R.C.R.
"	Young, A.	Regtl. S.M.	38	Scotland.	Warrant off., R.C.R.	1-4-'01	Q.M.S.	Regtl. S.M.	638 75	Enlisted, R.C.R.
"	Ziller, P.	Q.M.S.	43	Germany	Q.M.S. R.C.R.	12-11-'04	Sergt	Q.M.S.	492 75	"
"	Hagans, W.	Q.M.S. Instr.	41	England	Q.M.S. instr. R.C.R.	1-3-'04	"	Q.M.S. instr	638 75	"
"	Webb, A. G	Sergt. Instr.	36	"	Sergt instr. R.C.R	1-7-'04	"	Sergt. instr.	456 25	"
"	Vaughan, B.	Sergt.	38	"	"	1-6-'05	Corpl.	Sergt.	365 00	"
"	Mills, S. P.	Corpl	23	"	Corpl. R.C.R.	1-1-'07	Lce. Corpl	Corpl.	292 00	"
"	Smith, E. H	"	29	"	"	1-1-'07	"	"	292 00	"
"	Wyndham, H. G.	Lce. Corpl	23	"	Lce. Corpl. R.C.R	1-11-'06	Private	Lce. Corpl	219 00	"
"	Brown, C. E.	"	24	U. States	"	1-1-'07	"	"	219 00	"
"	Pyke, J.	"	38	Ireland	"	1-3-'07	"	"	273 75	"
"	Ward, C.	Private	35	England.	Private, R.C.R.	13-2-'03		Private	219 00	"
"	Mackness, W. G.	"	23	"	"	12-5-'06		"	219 00	"
"	Paul, H. J.	"	37	Wales	"	15-5-'06		"	182 50	"
"	Thompson, C. H. B	"	07	England.	"	3-6-'05		"	182 50	"
"	Allan, William (1)	"	21	Scotland.	"	23-12-'05		"	182 50	"
"	Carr, T.	"	27	England.	"	27-1-'06		"	182 50	"
"	McGrath, C. N	"	22	N. Zealand	"	20-2-'06		"	182 50	"
"	Bone, A. G.	"	26	England.	"	9-4-'06		"	182 50	"
"	Willoughby, E	"	29	"	"	16-5-'06		"	182 50	"
"	Aspden, T.	"	22	"	"	9-7-'06		"	182 50	"
"	Aspden, J. W.	Lce. Corpl	20	"	Lce. Corpl. R.C.R.	9-7-'06	Private	Lce. Corpl	182 50	"
"	Allan, A. (II).	Private	22	"	Private, R.C.R.	9-7-'06		Private	182 50	"
"	Close, A.	"	23	"	"	9-7-'06		"	182 50	"
"	Toole, J.	"	24	"	"	9-7-'06		"	182 50	"
"	Higgins, W. H.	"	21	"	"	9-9-'06		"	182 50	"
"	McGill, J.	"	23	Scotland.	"	9-7-'06		"	182 50	"
"	Massey, S.	"	21	England.	"	9-7-'06		"	182 50	"
"	Lynch, Patrick	"	27	Ireland	"	10-7-'06		"	182 50	"
"	Lorrigan, David	"	23	England.	"	14-7-'06		"	182 50	"
"	Lexmond, Benjamin	"	20	Wales	"	14-7-'06		"	182 50	"
"	Fieldsend, Thomas.	"	36	England.	"	16-7-'06		"	273 75	"
"	Grimshaw, T. B.	"	23	"	"	4-9-'06		"	182 50	"
"	Armstrong, Charles.	"	38	Ireland	"	8-9-'06		"	182 50	"
"	MacMahon, J. B	"	23	"	"	24-9-'06		"	182 50	"

" ..	Jennings, T	"	26	"	"	15-10-'06		"	182	50		
" ..	Taylor, John	"	25	Wales	"	9-11-'06		"	182	50		
" ..	Bandy, George	"	39	England	"	8-11-'06		"	273	75		
" ..	Cox, George	"	21	"	"	10-11-'06		"	182	50		
" ..	Hurley, James	"	36	"	"	15-11-'06		"	182	50		
" ..	Williams, Samuel	"	37	"	"	23-11-'06		"	273	75		
" ..	Allen, W. (H)	"	23	"	"	17-12-'06		"	182	50		
" ..	Coleman, Phillip	"	28	Ireland	"	8-1-'07		"	182	50		
" ..	Blakeley, Henry	"	24	"	"	9-1-'07		"	182	50		
" ..	Watson, A	Private	23	England	Private, R.C.R	10-1-'07		Private	182	50		
" ..	Chappell, E. S	"	21	"	"	11-1-'07		"	182	50		
" ..	Johnson, E	"	24	"	"	14-1-'07		"	182	50		
" ..	Farrar, A. H	"	33	"	"	24-1-'07		"	182	50		
" ..	Fitzpatrick, William	"	36	"	"	8-3-'07		"	182	50		
" ..	Houd, Albert Joseph	Q.M.S	49	"	Armourer, O.S.C		Sergt	Q.M.S. Armourer	803	00	Enlisted, O.S.C.	
" ..	Hunter, Richard	Corporal	28	"	Corpl., O.S.C	1-12-'06	Private	Corpl	292	00		
" ..	Molloy Joseph	"	35	Ireland	"	1-12-'06	"	"	378	75		
" ..	Shehan, Bernard		31	"	Private, O.S.C	24-11-'06		Private	273	75		
" ..	Ellis, William	S. Sergt	26	England	S. Sgt., R.C.E	21-7-'06	Sgt	S. Sgt	547	50	Enlisted, R.C.E.	
" ..	Larder, Thomas	Co. Q.M.S	45	"	Co. Q.M.S., R.C.E	25-7-'06	"	Co. Q.M.S	456	25		
" ..	Maimtford, Joseph	Corporal	24	"	Corpl., R.C.E	8-9-'06	2nd Corpl	Corpl	292	00		
" ..	James, Charles	2nd Corporal	37	"	2nd Corp., R.C.E	8-9-'06	Lce. Corpl	2nd Corpl	273	75		
" ..	Brown, Peter	"	26	Scotland	"	1-10-'06	"	"	273	75		
" ..	Crack, Roland	Lce. Corporal	24	England	Lce. Corpl., R.C.E	22-1-'07	Private	Lce. Corpl	182	50		
" ..	Clinton, Henry	Sapper	22	"	Sapper, R.C.E			Sapper	182	50		
" ..	Dilke, Walter Reginald	"	30	"	"			"	182	50		
" ..	Frith, Fred	"	40	"	"			"	273	75		
" ..	McIntyre, William	"	23	Scotland	"			"	182	50		
" ..	Moffett, Robert	"	23	"	"			"	182	50		
" ..	Nuttall, Charles	"	31	England	"			"	182	50		
" ..	Todd, John Thomas	"	21	"	"			"	182	50		
" ..	Russell, William	"	21	"	"			"	182	50		
" ..	Yates, James	"	27	"	"			"	182	50		
" ..	Wallace, William	"	24	Scotland	"			"	182	50		
" ..	Poole, Gerald Robert	Major	40	England	Major, R.C.A	29-3-'06	Capt., R.M.A	Major	1,825	00	Temporarily employed for 2 years; belongs Impl. Army.	
" ..	Mann, John	Co. Q.M.S	40	Ireland	Co. Q.M.S., R.C.G.A	1-1-'07	Sergt	Co. Q.M.S	565	75	Enlisted, R.C.A.	
" ..	Gregson, Charles	Sergt	33	England	Sgt., R.C.G.A	11-5-'06	Corpl	Sergt	431	50	"	
" ..	Cairns, William	Sergt	35	Scotland	"	1-9-'06	"	"	492	75	"	
" ..	Clinton, Patrick Joseph	Sgt. Art	32	Ireland	Sgt. Art., R.C.G.A	23-6-'06	Art	Sergt. Art	492	75	"	
" ..	Couchley, Alfred Charles	Corporal	25	England	Corpl., R.C.G.A	29-1-'07	Bombr	Corpl	346	75	"	
" ..	Newell, Alfred	"	28	"	"	29-1-'07	"	"	310	25	"	
" ..	Macnamara, Arthur John	Bombr	27	Ireland	Bombr., R.C.G.A	29-1-'07	Private	Bombr	328	50	"	
" ..	Hewitt, Thomas	A. Bombr	26	"	A. Bombr., R.C.G.A	17-9-'06	"	A. Bombr	237	25	"	
" ..	Cox, Robert George	"	23	England	"	9-3-'07	"	"	237	25	"	
" ..	Nichol, Fred. J. P	"	22	"	"	9-3-'07	"	"	237	25	"	
" ..	Gillon, John Quinn	"	24	"	"	9-3-'07	"	"	237	25	"	
" ..	McCrae, David	"	24	Scotland	"	9-3-'07	"	"	237	25	"	
" ..	Elgar, Anthony	"	20	England	"	9-3-'07	"	"	237	25	"	

Quebec Command—Military Districts Nos. 5, 6 and 7, Montreal—*Continued.*

Military District.	Name (Surname first).	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration, for Services.	Remarks.
									$ cts.	
No. 7	Brierley, John	Trptr.	19	England	Tptr., R.C.G.A.	20-1-'06		Tptr.	182 50	Enlisted, R.C.A.
"	Attwell, Fred. Thomas	Gr.	20	"	Gr., R.C.G.A.	22-2-'07		Gr.	182 50	"
"	Beer, Thomas.	"	38	"	"	15-8-'06		"	292 00	"
"	Boyd, William	"	23	Ireland	"	22-2-'07		"	219 00	"
"	Briggs, Edward.	"	22	England	"	22-2-'07		"	182 50	"
"	Bromley, Adolphus.	"	20	"	"	22-2-'07		"	182 50	"
"	Brown, John.	"	22	"	"	22-2-'07		"	219 00	"
"	Buckley, Daniel.	"	30	Ireland	"	22-2-'07		"	182 50	"
"	Bunyan, Fred.	"	21	England	"	22-2-'07		"	182 50	"
"	Chadwick, Harry.	"	20	"	"	22-2-'07		"	182 50	"
"	Chapman, George Albert	"	24	"	"	22-2-'07		"	182 50	"
"	Clark, Sidney Herbert	"	24	"	"	5-12-'05		"	200 75	"
"	Curston, John Edward	"	22	"	"	22-2-'07		"	182 50	"
"	Donaldson, Robert	"	28	Scotland	"	15-10-'06		"	182 50	"
"	Drake, Albert G.	"	25	England	"	22-2-'07		"	219 00	"
"	Ellender, John C.	"	21	"	"	22-2-'07		"	182 50	"
"	Elton, Walter R.	"	21	"	"	22-2-'07		"	182 50	"
"	Fletcher, Rodney	"	20	"	"	22-2-'07		"	182 50	"
"	Fortune, William.	"	21	Scotland	"	22-2-'07		"	182 50	"
"	Garrod, Ivan James.	"	21	England	"	22-2-'07		"	182 50	"
"	Green, Roy	"	20	Scotland	"	28-12-'06		"	182 50	"
"	Hall, Arthur James	"	21	England	"	22-2-'07		"	182 50	"
"	Hardy, Horace.	"	20	"	"	22-2-'07		"	182 50	"
"	Harrington, Timothy	"	29	Ireland	"	16-7-'04		"	292 00	"
"	Holcomb, Archibald	"	22	England	"	22-2-'07		"	182 50	"
"	Horgan, Daniel	"	22	Ireland	"	22-2-'07		"	219 00	"
"	Jerome, Arthur Cecil	"	20	England	"	22-2-'07		"	182 50	"
"	Kelly, Patrick	"	22	Ireland	"	22-2-'07		"	219 00	"
"	Kelly, John Francis.	"	26	"	"	18-4-'06		"	200 75	"
"	Kear, William George.	"	20	England	"	22-2-'07		"	182 50	"
"	Kerr, Andrew	"	25	Ireland	"	22-2-'07		"	219 00	"
"	Kendrick, George H.	"	26	England	"	22-2-'07		"	219 00	"
"	Kent, John William	"	25	"	"	7-1-'07		"	182 50	"
"	Koiley, John.	"	35	Ireland	"	17-7-'06		"	273 75	"
"	Legh, Fred.	"	21	England	"	22-2-'07		"	182 50	"
"	Lowing, Percy E.	"	22	"	"	22-2-'07		"	219 00	"
"	Mackintosh, William R.	"	23	Scotland	"	22-2-'07		"	182 50	"

"	May, Thomas	"	23	England	"	28-12-'06		"		182	50	"
"	Mayor, David	"	20	Scotland	"	19-10-'06		"		182	50	"
"	McCay, William John	"	22	Ireland	"	22-2-'07		"		182	50	"
"	McCooey, Owen Desmond	"	21	England	"	22-2-'07		"		182	50	"
"	Meek, John	"	24	"	"	22-2-'07		"		182	50	"
"	Jones, Henry	"	30	"	"	7-11-'06		"		182	50	"
"	Meve, Ernest	"	21	"	"	22-2-'07		"		182	50	"
"	O'Connor, Martin	"	24	Ireland	"	22-2-'07		"		182	50	"
"	Park, Percival	"	25	England	"	22-2-'07		"		219	00	"
"	Rondeau, John	"	24	"	"	22-2-'07		"		219	00	"
"	Ryan, Thomas M.	"	36	"	"	8-6-'06		"		292	00	"
"	Smith, Henry James	"	23	"	"	22-2-'07		"		182	50	"
"	Smith, Charles George	"	22	"	"	22-2-'07		"		182	50	"
"	Spicer, Edgar	"	21	"	"	22-2-'07		"		182	50	"
"	Steele, Isaac	"	22	Ireland	"	22-2-'07		"		219	00	"
"	Sweeney, Steven	"	25	Wales	"	22-2-'07		"		219	00	"
"	Syme, James	"	27	Scotland	"	19-11-'06		"		182	50	"
"	Saunders, John	"	27	England	"	7-2-'07		"		182	50	"
"	Thompson, Fred. S.	"	21	"	"	22-2-'07		"		182	50	"
"	Wall, William H.	"	21	"	"	22-2-'07		"		182	50	"
"	Wardell, Frank	"	23	"	"	22-2-'07		"		182	50	"
"	Whatley, Charles James	"	22	"	"	22-2-'07		"		182	50	"
"	Webber, Albert John	"	20	"	"	22-2-'07		"		182	50	"
"	Williams, John Wm. M	"	40	Wales	"	16-6-'06		"		292	00	"
"	Bailey, William	Co. Sgt. Maj.	45	England	Co. Sergt.-Major, R.C.G.A.	1-6-'06	Sergt	Co. Sgt.-Maj.		492	50	"
"	Morgan, Patrick	Co. Q. M. S.	41	Ireland	Co. Q.M.S., R.C.G.A.	13-1-'06	"	Co., Q.M.S.		492	50	"
"	Warner, Frank V.	Sergt.	25	England	Sgt., R.C.G.A.	1-7-'06	Bombr.	Sergt		401	50	"
"	McGragh, John	Corpl.	43	Ireland	Corpl., R.C.G.A.	12-11-'03	"	Corpl.		346	75	"
"	Owthwaith, Frank P.	Bombr	28	England	Bombr., R.C.G.A.	1-9-'06	Gunner	Bombr.		292	00	"
"	Browne, Arthur E.	"	37	"	"	1-12-'06	"	"		383	25	"
"	Cannon, Theodore	A. Bombr	37	"	A. Bombr., R.C.G.A.	11-1-'05	"	A. Bomb		292	00	"
"	Agnew, Peter	Gunner	32	Ireland	Gr., R.C.G.A.	23-1-'05		Gunner		200	75	"
"	Breach, Arthur	"	32	England	"	5-7-'05		"		292	00	"
"	Burkitt, John S.	"	36	"	"	18-1-'07	Sergt.	"		182	50	"
"	Cadden, John	"	35	"	"	11-12-'05		"		292	00	"
"	Huxley, Frank	"	21	U. States	"	17-2-'05		"		200	75	"
"	Larkin, John	"	41	England	"	14-11-'93		"		292	00	"
"	Morgan, Daniel Peter	"	28	"	"	11-7-'06		"		200	75	"
"	Patterson, Louis	"	34	"	"	22-6-'03		"		292	00	"
"	Reynolds, Thos.	"	34	Ireland	"	7-9-'06		"		292	00	"
"	Riordan, Michael	"	42	"	"	10-9-'06		"		292	00	"
"	Rome, Joseph	"	23	England	"	22-12-'05		"		200	75	"
"	Rimmer, Wm.	"	34	"	"	18-8-'06		"		292	00	"
"	Smith, John	"	26	Ireland	"	25-7-'06		"		182	50	"
"	Stenner, Wm.	"	36	England	"	12-11-'06		"		292	00	"
"	Stambery, Alf	"	26	"	"	6-7-'06		"		182	50	"
"	Thompson, Ewd	"	39	Scotland	"	18-10-'89		"		292	00	"
"	Thornton, John Wm	"	36	England	"	26-10-'06		"		292	00	"
"	Wooley, Joseph	"	28	"	"	7-9-'06		"		182	50	"

Quebec Command—Military Districts Nos. 5, 6, and 7, Montreal.—*Continued.*

Military District.	Name. (Surname first.)	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration for Services.	Remarks.
									$ cts.	
No. 7	Williams, Henry	Gunner	31	Ireland	Gr., R.C.G.A.	7-11-'06		Gunner	182 50	Enlisted R.C.H.
"	Winterton, Thos	"	35	England	"	6-7-'06		"	182 50	"
"	English, C.E.	Lt.-Col.	46	"	Lt.-Col., R.S.A.	1-4-'06	Major, R.A., Esquimalt	Lt. Col.	2,737 50	Temporarily for 2 years; belongs to Imppl. Army.
"	Fellows, Wm. G.	Mr. Gunner	42	Ireland	Mr. Gr., R.C.G.A.	10-4-'04	S. Major	Mr. Gr.	821 25	Enlisted R.C.G.A.
"	Fellows, Alf	R. Sgt.-Maj.	41	England	Regimental Sgt.-Maj., R.C.G.A.	30-12-'02	R.Q.M.S.	R.S.M.	730 00	"
"	Sutherland, James	S.M. Instr.	38	Scotland	S.M. Instr., R.C.G.A.	26-7-'05	Q.M.S.I	S.M. Instr.	821 25	"
"	Agus, William	Sergt	40	Malta	Sergt., R.C.G.A.	4-6-'97	Corpl.	Sergt	525 25	"
"	Morton, M. Thomas	Arm. Q.M.S.	32	England	Arm. Q.M.S., R.C.G.A.	30-3-'06	Arm.	Arm., Q.M.S.	821 25	"
"	Kelly, William	Sergt	35	Ireland	Sergt. Cook, R.C.G.A.	5-6-'06	Bombr.	Sgt. Cook	401 50	"
"	Moffat, William Hall	"	44	"	Sergt., R.C.G.A.	27-11-'06	Corpl.	Sergt.	492 75	"
"	Huxley, Mark	"	40	England	Band Sgt., R.C.G.A.	27-6-'03	Bombr.	Band Sgt.	438 00	"
"	Barnes, James	Gunner	33	"	Bandsman, R.C.G.A.	21-10-'05	Gunner	Gunner	292 00	"
"	Blanchard, Jean Jas.	"	24	France	" "	17-4-'05	"	"	200 75	"
"	Campbell, Wm.	"	36	England	" "	21-10-'05	"	"	292 00	"
"	Day, Frank A.	"	36	"	" "	22-7-'05	"	"	292 00	"
"	Essery, Alf E.	"	35	"	" "	21-10-'05	"	"	292 00	"
"	Frazer, Wm. Thos	"	47	"	" "	14-7-'04	"	"	292 00	"
"	Gasson, Fredk.	"	34	France	" "	16-3-'06	"	"	200 75	"
"	Haines, Thos. E	"	34	England	" "	25-10-'05	"	"	292 00	"
"	King, Sidney E.	"	30	"	" "	28-10-'05	"	"	292 00	"
"	Mahoney, John J.	"	31	"	" "	9-1-'96	"	"	292 00	"
"	Milo, George	"	36	France	" "	23-5-'03	"	"	237 50	"
"	Rose, Henry	"	40	England	" "	2-11-'05	"	"	292 00	"
"	Spiteri, Edward	"	25	Malta	" "	5-12-'05	"	"	292 00	"
"	Goguel, Charles	Sergt.	26	England	Sgt., R.C.G.A.	27-9-'06	Corpl.	Sergt	401 50	Attached R.C.G.A.
"	Hopkins, Walter	"	31	"	"	27-12-'06	"	"	401 50	"
"	McConnachie, George	"	29	Scotland	"	1-12-'06	"	"	401 50	"
"	Somers, Laurence	Corpl.	37	Ireland	Corpl., R.C.G.A.	28-8-'99	Lce-Corpl.	Corpl.	492 75	"
"	Wilkinson, Francis	Sergt.	26	England	Sgt., R.C.G.A.	12-9-'05	Corpl.	Sgt.	401 50	"
"	Jones, William Davis	Corpl.	26	Wales	Corpl., R.C.G.A.	19-5-'06	Bombr.	Corpl.	310 25	"
"	Nertigan, Joseph	"	32	England	"	4-6-'06	"	"	310 25	"
"	Smith, Sidney E	Bombr.	28	"	Bomb., R.C.G.A.	1-6-'06	Gunner	Bombr.	292 00	"
"	Husband, Percy James	Q.M.S.	30	"	Q.M.S., R.C.E.	22-7-'04	Sergt.	Q.M.S.	638 75	Enlisted R.C.E.

" ..	Donnelly, James	S. S.	46	Ireland	Foreman of Works, R.C.E.	12-7-'05	"	S S	547	75	"	
" ..	Witham, Arthur	Sergt.	46	England	Sergt., R.C.E.	8-5-'05	Corpl.	Sergt.	456	25	"	
" ..	Underwood, Ed. Arthur.	"	38	"	"	1-6-'05	"	"	401	50	"	
" ..	Cottrell, Wm.	Lce-Corpl	28	Ireland	Lce.-Corpl., R.C.E.	1-9-'06	Sapper	Lce. Corpl.	219	00	"	
" ..	Cooper, Wm.	Sapper	33	England	Spr., R.C.E.	1-9-'06		Sapper	273	75	"	
" ..	Coleman, Wm	"	26	"	"	19-5-'05		"	182	50	"	
" ..	Cook, Wm.	"	21	"	"	3-10-'05		"	182	50	"	
" ..	Geraghty, Michael	Sapper	26	Chan. Ids.	Sapper, R.C.E.	19-5-05		Sapper	182	50	"	
" ..	Nicholls, Chas. Howard.	"	37	England	"	5-6-06		"	273	75	"	
" ..	Pollitt, Benjamin R.	"	24	"	"	1-8-05		"	182	50	"	
" ..	Ireland, William.	Private	24	"	Private, P.A.M.C.	14-2-06		Private	219	00	Enlisted, P.A.M.C.	
" ..	Bailey, Arthur	Corpl.	42	"	Corpl. P.A.M.C.	21-3-06	Private	Corpl	36-	00	"	
" ..	Morrison, Hugh	Private	19	Ireland	Private, P.A.M.C.	17-2-06		Private	219	00	"	
" ..	Pritchard, Edgar Alex.	"	28	England	"	27-3-05		"	219	00	"	
" ..	Keele, Jos Dumon.	Corpl.	37	"	Corpl. P.A.S.C.	16-10-05	Private	Corpl.	348	75	Enlisted, P.A.S.C.	
" ..	Doyle, John	Private	30	Ireland	Private, P.A.S.C.	17-7-06		Private	219	00	"	
" ..	Saunders, John	"	20	England	"	7-7-06		"	182	50	"	
" ..	Burgess, George	"	23	"	"	5-12-06		"	182	50	"	
" ..	Wilson, Fred	"	22	"	"	29-10-06		"	182	50	"	

Maritime Provinces—Military Districts 8, 9 and 12, Halifax, N.S.

No. 8. ..	DuDemaine, E. L.	Lieut.	34	England	Lieut. R.C.R.	23-6-05	Lieut 10th R G.	Lieut	821	25	Appt. from 10th R.G.	
" ..	Nickerson, E. A. L.	"	25	"	"	21-1-07	Lieut Eng Mil.	"	821	25	Appt R.C.R.	
" ..	Duncan, W. J.	Sergt.-Major.		Ireland	Sergt. Major, R.C.R.	1-10-03	Q.M.S.	Sergt. Major	638	75	Enlisted, R.C.R.	
" ..	Galloway, G. W	Q.M.S.		England	Q.M.S., R.C.R	1-7-98	Col Sergt	Q M S	675	25	"	
" ..	Aldred, H. A.	"		"	"	1-4-03	Sergt.	"	638	75	"	
" ..	Rushton, Edward	Sergt.		"	Sergt. R.C.R.	27-1-06	Corpl.	Sergt.	365	00	"	
" ..	Butler, William.	"		"	"	11-4-06	"	"	365	00	"	
" ..	Dixon, George	Corpl.		"	Corpl. R.C.R.	11-4-06	Lce. Corpl.	Corpl.	292	00	"	
" ..	Butherton, Charles,	"		"	"	1-10-06	"	"	292	00	"	
" ..	Baines, Guy V.	"		India.	"	22-2-07	"	"	292	50	"	
" ..	Sullivan, M.	Lce. Corpl.		England	Lce. Corpl R.C.R.	1-11-06	Private	Lce. Corporal	182	50	"	
" ..	Barnet, E. V.	Private.		"	Private, R.C.R.	24-1-02		Private	219	00	"	
" ..	Burgess, H. J	"		Ireland	"	5-4-06		"	182	50	"	
" ..	Carruthers, John.	"		England	"	14-1-06		"	182	50	"	
" ..	Doherty, John	"		Scotland.	"	15-2-07		"	182	50	"	
" ..	Draper, William J.	"		England	"	13-12-06		"	182	50	"	
" ..	Dormer, William.	"		"	"	22-2-06		"	273	75	"	
" ..	Forrester, J. J	"		Ireland	"	1-12-06		"	182	50	"	
" ..	Fraser, Donald.	"		Scotland.	"	6-8-06		"	182	50	"	
" ..	Gokie, James	"		England	"	12-4-06		"	182	50	"	
" ..	Hocklefound, James	"		Scotland.	"	8-1-06		"	273	75	"	
" ..	Hopkins, Alfred.	"		England	"	4-6-06		"	219	00	"	
" ..	Howells, John.	"		Wales.	"	8-2-06		"	182	50	"	
" ..	Hartley, A. E. B.	"		England	"	16-2-07		"	182	50	"	
" ..	Jaggers, Joseph.	"		Ireland	"	12-11-06		"	182	50	"	

Maritime Provinces Command—Military Districts Nos. 8, 9 and 12, Halifax, N.S.—***Continued.***

Military District.	Names (surname first).	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration for Services.	Remarks.
									$ cts.	
No. 8.	Nelson, Joseph	Private		Ireland	Private, R.C.R	12-2-06		Private	182 50	Enlisted, R.C.E.
"	Martin, Percy	"		England	"	15-1-06		"	182 50	"
"	Oddie, Harold	"		"	"	16-2-07		"	182 50	"
"	Rawlings, John W	"		"	"	23-9-06		"	182 50	"
"	Temperley, George	"		"	"	28-4-06		"	273 75	"
"	Thistleton, John	"		"	"	5-2-07		"	273 75	"
"	Vanraalt, Phineas	"		"	"	6-3-06		"	182 50	"
"	Webb, Arthur	"		"	"	9-7-06		"	182 50	"
"	Wilson, Robert	"		"	"	29-12-06		"	182 50	"
"	McKenzie, Thomas	Capt		Scotland	Caretaker, Fredericton	13-1-02	Lieut.	Capt. and caretaker	547 50	Civ. employee.
"	Horsman, T. W.	Sergt		England	Sergt., careta'r, O.S.C	1-12-06	Corpl	Sergt	711 75	Enlisted, O.S.C
"	Ricketts, Henry	Private		"	Private, O.S.C.	20-5-04	Civilian	Private	456 25	"
"	Hughes, Samuel	Sergt. Major.		Wales	Sergt. Major, caretaker Dorchester Bty.	1-8-66	Caretaker.	Sergt. Major, caretaker.	456 25	Civ. employee.
"	Jones, F. H	W.O.		England	Caret'r drill h. St. John	1-6-01	Bandmaster 62 Rg.	W.O.	456 25	"
"	Damery, R. D	Foreman		Ireland	Caret'r F. Dufferin, &c.	1-5-90	Caretaker	Foreman stores	456 25	Appt. from civil prac.
No. 9.	Murphy, T. J. F	Captain	43	"	Capt. P.A.M.C	1-10-05	Civ. Surgeon.	Captain	1,095 00	"
"	Jacques, Hy. Merville	"	33	U. States	"	1-5-06	"	"	1,095 00	Enlisted, P.A.M.C.
"	McOwen, Fred	W. Master.	30	England	W. Master, P.A.M.C	28-2-06	Asst. W.M.	W. Master	547 50	"
"	Hunt, H. J	Asst. W. Mstr.	25	"	Asst. W.M., P.A.M.C.	21-12-06	Corpl.	Asst. W. Mstr.	456 25	"
"	Nolan, John	Corpl.	35	Ireland	Corpl. P.A.M.C	8-5-06	Private	Corpl.	365 00	"
"	Finch, Bertrand	Private	22	England	Private, P.A.M.C.	1-3-07		Private	365 00	"
"	Cox, Charles	"	37	"	"	8-2-06		"	310 25	"
"	Downes, William	"	37	"	"	22-12-05		"	310 25	"
"	Jones, S. H.	"	39	"	"	15-5-05		"	310 25	"
"	Faice, George	"	33	"	"	15-5-05		"	310 25	"
"	Tugwood, Percy	"	32	"	"	20-7-04		"	310 25	"
"	Brady, Wm. B	"	18	"	"	19-9-06		"	219 00	"
"	Kent, Fred. George	"	26	"	"	19-10-06		"	219 00	"
"	Jocelyn, Frank	"	26	"	"	10-4-05		"	219 00	"
"	Sawyer, George	"	18	"	"	26-11-06		"	219 00	"
"	McCarthy, Thomas	1st C.Sgt.Maj.	59	Ireland	W.O., C.A.P.C	1-7-05	Q.M.S.	1st C. Sgt. Major	1,168 00	Enlisted, C.A.P.C.
"	Thompson, Bertie	Co. Q.M.S.	31	England	Co. Q.M.S., C.A.P.C.	18-1-07	Sergt	Co. Q.M.S.	1,149 75	"
"	Stephens, Thomas	Sergt	25	"	Sergt. C.A.P.C.	15-9-06	Corpl	Sergt	766 50	"
"	Allum, George Thomas.	Mes. and c't'kr	41	"	M. and C., Halifax	23-10-06		M. and C.	427 00	Civ. employee.

No. 9	Robinson, Edward Heaton	Captain	39	England	Capt. Inspr. Ordnance Machinery	1-4-'06	Captain	Captain	2,800 00	Belongs Impl. Army. Temporary for two years with Canadian forces.
"	Bray, Arthur	Condr.	41	"	Lt. and Q.M., O.C.S.	1-8-'06	Conductor	Lieut. and Q.M.	1,095 00	Enlisted O.S.C.
"	Holland, Frank John	Sgt.-Maj.	47	"	Armament Sgt.-Maj.	19-1-'06	Sergeant	Sgt.-Maj.	897 25	"
"	Grute, Herbert	S. Sgt	30	"	Armament S.S.	25-3-'06	"	Staff Sgt	730 00	"
"	Ball, George E. J.	"	29	"	"	25-3-'06	"	"	730 00	"
"	Durling, Horace	"	29	"	"	25-3-'06	"	"	730 00	"
"	Northover, Harry Robert	"	25	"	Armourer S. Sgt	1-12-'06	"	"	712 75	"
"	Billing, Edward	Sergeant	44	"	Armourer Sgt	10-2-'06	"	Arm. Sgt	602 25	"
"	Carman, Fred William	"	25	"	Sgt. O.S.C.	1-1-'07	Corporal	Sergeant	565 75	"
"	Day, William J. B.	Corporal	27	"	Corpl. O.S.C.	1-2-'07	Private	Corporal	347 25	"
"	Roberts, William	Lce. Corpl	24	"	Lce. Corporal Artificer	1-8-'06	"	Lance Corporal	401 50	"
"	Radford, Edwin	"	37	"	"	22-9-'06	"	"	401 50	"
"	Mummery, Charles	Private	43	"	Private Artificer	21-11-'06		Private	365 00	"
"	Legg, William	"	43	"	"	29-11-'06		"	365 00	"
"	Wood, Samuel	Messenger	51	"	Chief foreman, O.S.C.	1-4-'06		Chief foreman	728 00	Civ Employee.
"	Turnbull, William	"	38	Gibraltar	Asst. foreman	1-4-'06		Assistant foreman	546 00	"
"	Barker, Benjamin	"	28	England	Writer	1-4-'06		Writer	520 00	"
"	Cowie, Hugh	"	62	Scotland.	Carpenter	1-4-'06		Carpenter	702 00	"
"	Dunsworth, Walter	"	41	England	Painter	1-4-'06		Painter	624 00	"
"	Clarridge, Charles.	"	38	"	Messenger	1-4-'06		Messenger	429 00	"
"	Kelly, John	"	61	Scotland.	Tent mender	1-4-'06		Tent mender	429 00	"
"	Leach, Samuel	"	31	England.	Labourer and caretaker	1-4-'06		Labourer and caretaker	468 00	"
"	Hincheliffe, Walter	"	58	"	Labourer	1-4-'06		Labourer	390 00	"
"	Tanner, Charles.	"	43	"	"	1-4-'06		"	390 00	"
"	Jackson, William	"	57	"	"	1-4-'06		"	390 00	"
"	McKinnon, Peter	"	61	Scotland.	"	1-4-'06		"	390 00	"
"	Wheaton, Richard	"	39	England.	"	1-4-'06		"	390 00	"
"	Rogers, William	"	57	"	"	1-4-'06		"	390 00	"
"	Swaysland, William	"	58	"	"	1-4-'06		"	390 00	"
"	Wiggins, Alfred Edward	"	42	"	"	1-4-'06		"	390 00	"
"	Hayward, Frank Phillip	"	28	"	"	1-4-'06		"	390 00	"
"	Roberts, Arthur Henry	Lieut	31	"	Lieut. C.P.A.S.C.	16-4-'06	Lt. Impl. A.S.C.	Lieutenant	912 50	Belongs Impl. Army. Temporarily employed.
"	Simms, George	Q.M.S	34	"	Q.M.S.	1-3-'06	Sergeant	Q.M.S.	492 50	Enlisted C.P.A.S.C.
"	Saint Mire, Thomas	Corporal	39	"	Corporal	22-2-'06	Private	Corporal	292 00	"
"	Jones, Edward	Sergeant	39	"	Sergeant.	1-10-'06	Corporal.	Sergeant	365 00	"
"	McOnie, Duncan	2nd Corpl.	39	Scotland.	2nd Corporal.	1-7-'06	Private	2nd Corporal	273 75	"
"	Magill, Robert	Private	19	Ireland	Private	26-4-'05		Private	182 50	"
"	Deuchers, William	"	37	Scotland.	"	24-1-'05		"	182 50	"
"	Thompson, William	"	22	England.	"	21-8-'05		"	182 50	"
"	Beach, Joseph Herbert	"	24	Ireland	"	22-9-'05		"	182 50	"
"	Sanger, William D	"	36	England.	"	3-10-'05		"	273 75	"
"	Raynor, Henry	"	33	"	"	18-10-'05		"	273 75	"

Maritime Provinces Command—Military Districts Nos. 8, 9 and 12, Halifax, N.S.—*Continued.*

Military District.	Name (Surname first.)	Rank.	Age	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration for Service.	Remarks.
									$ cts.	
No. 9	Summers, John	Private	39	Ireland	Private	20-10-'05		Private	273 75	EnlistedC.P.A.S.C.
"	McKeowen, John	"	40	"	"	23-10-'05		"	273 75	"
"	Pearce, W. H	"	19	Wales	"	2-12-'05		"	182 50	"
"	Dwyer, Edward	"	34	England	"	3-1-'06		"	273 75	"
"	Staples, Harry	"	22	"	"	10-1-'06		"	182 50	"
"	Stergess, Sydney	"	20	"	"	10-1-'06		"	182 50	"
"	Lewas, Reginald	"	19	Barbadoes	"	22-2-'06		"	182 50	"
"	Gibbs, Clement	"	22	"	"	28-5-'06		"	182 50	"
"	Jury, James	"	35	England	"	11-7-'06		"	273 75	"
"	Roberts, James Edward	"	28	"	"	4-7-'06		"	219 00	"
"	Roberts, Charles William	"	26	"	"	1-9-'06		"	219 00	"
"	Robson, Richard	"	19	"	"	6-7-'05		"	182 50	"
"	Charles, Thomas Edward	"	27	"	"	24-9-'06		"	219 00	"
"	Sheils, James Frank	"	24	Ireland	"	24-9-'06		"	182 50	"
"	King, Robert	"	27	England	"	3-10-'06		"	219 00	"
"	Harrison, George	"	29	"	"	12-10-'06		"	273 75	"
"	Collins, John	W.O.	38	Ireland	W.O.		Col. Sgt.	W. O.	1,058 50	Enlisted R.C.R.
"	MacNichol, James	Sergt.	30	Scotland	Sergt		Corpl.	Sergt	803 00	Enlisted R.C.A.
"	Summers, Sidney	"	28	England	"		"	"	803 00	Enlisted R.C.R.
"	Monaghan, Wm. Geo	Asst. Sgt	24	"	Asst. Sgt		"	A. Sergt	730 00	"
"	Sykes, Emanuel Geo	"	40	Portugal	"		"	"	730 00	"
"	Bland, Lancelot John	Civ. Clerk	44	St. Helena	Civ. Clerk	24-5-'86		Civ. C.	730 00	Civil employee.
"	Lockhart, Archibald	Messenger	68	Scotland	Messenger	6-6-'03		Messenger	547 50	"
"	Thomas, James	"	57	England	"	1-2-'06		"	429 00	"
"	Tozer, Aaron	"	78	"	"	1-2-'06		"	429 00	"
"	Elliot, Gilbert Charles Edward	Major	35	"	Major	4-11-'06	Capt.	Major	1,825 00	Temporary for 2 years; belongs Imp. Army. Temp'y.
"	Simon, Max. St. Leger	Capt.	32	Singapore	Capt	17-5-'06	Lieut.	Capt	2,364 60	"
"	Butler, George Joseph	Hon. Capt.	46	Ireland	Q.M.R.C.E.	16-1-'06	W.O.	Hon. Capt	1,368 25	"
"	Kilburn, Fred. Charles	Hon. Lt	38	"	Hon. Lt		Sgt. Maj	Hon. Lt	1,095 00	Appt. from R. E.
"	Palmer, Fred. Arthur	Sgt. Major	43	England	Sgt. Maj		Sergt. R. E	Sergt. Maj.	930 75	"
"	Hartley, John Joseph	Q.M.S.	43	"	Q.M.S.		Sergt	Q. M. S.	930 75	"
"	Burton, George Joseph	Sgt. Maj.	47	"	Sgt. Maj.		Q.M.S.	Sergt. Maj	912 50	"
"	Cooke, Francis Edward	"	39	"	"		"	"	912 50	"
"	Haines, Thomas	"	42	"	"		"	"	912 50	"

"	Dalton, Kirby George	Q.M.S.	37	"	Q.M.S.			Sergt	Q. M. S.	912	50		
"	Kettle, William Fred	Staff Sgt	35	"	S. Sgt			"	S. Sergt	821	25		
"	Grant, William	Mr.	52	Scotland.	Foreman of Works			Q.M.S.	F. of Works	912	50		
"	Austin, John	Q.M.S.	41	England	Q.M.S.			Q M S. R.E.	Q M S. R. C. E.	912	50		
"	Hilton, Alfred M.	"	37	"	"			S. Sgt. R E.	Q. M. S. R. C. E.	821	25		
"	Watson, John Alfred	S. Sgt.	40	India	S. Sgt.			Sergt	S. Sergt	730	00	Enlisted R.C.E.	
"	Lawrence, Percy W.	"	27	England	"			Lce Corpl	"	730	00	"	
"	Holden, John	"	37	"	"			Private	S. Sergt	730	00	"	
"	Sharp, John	Sergt.	33	"	Sergt			2nd Corpl.	Sergt	511	00	"	
"	Kidby, Herbert George	"	23	"	"			Sapper	"	602	25	"	
"	Popplestone, Percy	Corpl.	29	"	Corpl.			Lce Corpl.	Corpl.	420	00	"	
"	Dennis, Harry	Lce. Corpl.	24	"	Lce. Corpl			Private	Lce. Corpl	401	50	"	
"	James, George H	"	32	"	"			"	"	292	00	"	
"	Rutland, George Wm	"	27	Scotland.	"			"	"	401	50	"	
"	McLeod, James Scott	Mr.	46	"	Civ employee				Civ. empl.	803	00	Halifax, N. S.	
"	Longley, Thomas	"	62	England	"				"	766	50	"	
"	Steffen, Henry Mathias	"	38	"	"				"	456	25	"	
"	Coxhead, Henry	"	44	"	"				"	456	25	"	
"	Adams, John	"	58	Scotland.	"				"	96	00	"	
"	Whare, Albert	"	38	England	"				"	420	00	"	
"	Bliss, Wm	"	59	"	"				"	481	80	"	
"	Towill, John.	"	50	"	"				"	580	20	"	
"	Smith, Wm.	"	67	"	"				"	481	80	"	
"	Watson, Edward.	"	33	W. Indies.	"				"	511	25	"	
"	Ashman, W. R.	R.Q.M.S.	38	England	RQMS. No. 1 Co. R.C.E.			Sergt	R Q. M. S.	638	75	Enlisted R.C.E.	
"	Mabee, Fred E. G	Sergt	35	"	Sergt			Corpl.	Sergt	511	25	"	
"	Elder, Fred.	"	37	"	"			"	"	511	25	"	
"	Marshall, Charles.	"	38	"	"			"	"	511	25	"	
"	Rufell, Fred	"	36	"	"			"	"	511	25	"	
"	Finnettan, Patrick J.	"	31	Ireland	"			"	"	511	25	"	
"	Sawyer, Harry R. J.	"	27	England	"			"	"	511	25	"	
"	Laird, George Alfred	Corpl.	30	"	Corpl.			Lce Corpl.	Corpl.	401	25	"	
"	Perks, Fred. S. hn	"	42	"	"			"	"	456	25	"	
"	Lynton, Aubyn	"	37	Channel Is	"			"	"	456	25	"	
"	Johnston, Wallace A.	"	25	Scotland.	"			"	"	456	25	"	
"	Throwbridge, Chris.	"	27	England	"			"	"	456	25	"	
"	Harcourt, Percy Vernon.	"	24	England	"			Lce Corpl	"	438	00	"	
"	Clarke, Harry	"	29	"	"			"	"	419	75	"	
"	Mitchell, Thomas.	"	36	Scotland.	"			Sapper	"	411	50	"	
"	Duplyn, James	"	26	England	"			Lce Corpl.	"	383	25	"	
"	Brown, Edward.	2nd Corpl.	25	"	2nd Corpl.			"	2nd Corpl.	401	25	"	
"	Smith, Arthur L	"	26	"	"			"	"	411	50	"	
"	Wooldridge, Richard	"	33	"	"			"	"	365	00	"	
"	Naist, Francis F.	"	26	"	"			"	"	411	25	"	
"	Perry, Joseph	Lce. Corpl.	23	"	Lce. Corpl			Sapper	Lce. Corpl.	411	25	"	
"	Abrey, Harold	"	22	"	"			"	"	365	00	"	
"	Bevan, John	"	37	Ireland.	"			"	"	429	75	"	
"	Collins, H. P.	"	27	England	"			"	"	365	00	"	
"	Samways, Albert Ed.	"	24	"	"			"	"	311	25	"	
"	Hodde, Arthur George	"	23	"	"			"	"	411	50	"	

Maritime Provinces Command—Military Districts, Nos. 8, 9 & 12, Halifax, N. S.—*Continued.*

Military District.	Names (Surname first).	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration for Services.	Remarks.
									$ cts.	
No. 9..	Blake, Wm. Harry	Bugler	17	England	Bugler	7-7-'05		Bugler	255 50	Enlisted, R.C.E.
"	Jones, Wm	"	22	"	"	9-12-'05		"	273 75	"
"	Cahoon, David	Sapper	27	Ireland	Sapper	21-12-'05		Sapper	411 50	"
"	Campling, John Arthur	"	36	England	"		2nd Corpl.	"	411 50	"
"	Coxall, William Percy	Lce. Corpl	39	"	Lce. Corpl		Private	Lce. Corpl	411 50	"
"	Dowling, Herbert S. J	Sapper	33	"	Sapper	1-11-'05		Sapper	383 25	"
"	Doysdale, Robert Trail	"	28	Scotland	"	21-12-'05		"	419 75	"
"	Hackett, Chas. Jas	"	35	England	"	14-11-'05		"	383 25	"
"	Hillier, Herbert George	"	27	"	"	1-11-'05		"	411 50	"
"	Hope, James Arthur	"	32	"	"	4-10-'06		"	310 25	"
"	Howard, Wm	"	35	Ireland	"	21-11-'06		"	383 25	"
"	Knight, Edmund	"	27	England	"	21-12-'05		"	411 50	"
"	Mitchell, Stephen Hugh	"	31	"	"	13-12-'06		"	429 75	"
"	Olvey, Alfred	"	31	"	"	21-12-'05		"	429 75	"
"	Pitman, Joseph	"	39	"	"	16-11-'05		"	311 25	"
"	Rutland, George Wm	"	32	Scotland	Sapper, R.C.E	21-10-'05		"	411 50	"
"	Scott, James	"	31	England	"	29-8-'06		"	365 00	"
"	Silsbury, Harry	"	33	"	"	17-1-'06		"	383 25	"
"	Taylor, Joseph	"	30	"	"	21-10-'05		"	383 25	"
"	Twilley, Alfred James	"	25	"	"	1-11-'05		"	383 25	"
"	Uglow, Ernest	"	39	"	"	17-1-'06		"	383 25	"
"	Bell, James	"	26	Ireland	"	21-12-'05		"	365 00	"
"	Deves, Joseph	"	26	England	"	21-12-'05		"	365 00	"
"	Cole, James	"	24	"	"	21-12-'05		"	329 50	"
"	Cowan, Thomas	"	24	Ireland	"	1-11-'05		"	347 50	"
"	Free, Ernest Henry	"	28	England	"	1-11-'05		"	347 50	"
"	Green, Joseph	"	25	"	"	1-11-'06		"	347 50	"
"	Hopgood, Arthur Robert	"	24	"	"	1-11-'05		"	347 50	"
"	Kirkpatrick, Robert	"	29	"	"	21-12-'05		"	347 50	"
"	Randall, John	Lance-Corpl	24	"	Lance-Corpl	1-11-'05	Private	Lance-Corpl	347 50	"
"	Russell, Henry	"	26	"	"	1-11-'05	"	"	365 00	"
"	Suden, Arthur William	"	29	"	"	1-11-'05	"	"	347 50	"
"	Smith, Louis Oscar	Sapper	24	"	Sapper	21-12-'05		Sapper	347 50	"
"	Alston, Donald James	"	27	"	"	27-6-'05		"	310 25	"
"	Arnott, Gerald C	"	21	"	"	22-6-'05		"	310 25	"
"	Avery, Fred	"	24	"	"	31-10-'05		"	292 00	"
"	Bailey, Norton	"	30	"	"	14-4-'06		"	273 75	"

"	Ball, Harry	Sapper	22	"	"	28-11-'06		Sapper	273	75			
"	Button, Albert	"	31	"	"	12-8-'05		"	329	25			
"	Coombs, Arthur	"	34	Chan. Isds	"	1-5-'06		"	219	00			
"	Coats, Walter	"	31	England	"	13-2-'07		"	310	25			
"	Dunkin, George	"	32	"	"	20-12-'05		"	292	00			
"	Egan, Michael Francis	"	27	Ireland	"	18-12-'05		"	292	00			
"	Fielder, Percival C	"	23	England	"	28-3-'06		"	292	00			
"	Johnstone, Duncan C	"	20	Chan. Isds	"	1-3-'06		"	292	00			
"	Johnstone, Edward	"	34	Ireland	"	1-9-'05		"	273	25			
"	Jones, John	"	24	England	"	22-11-'05		"	292	00			
"	McConnachie, Henry	"	30	"	"	11-8-'05		"	292	00			
"	Murray, John Steele	"	21	Scotland	"	8-4-'05		"	292	00			
"	Murray, Robert Gilbert	"	26	"	"	13-12-'05		"	292	00			
"	Quinlan, James	"	27	Ireland	"	21-11-'06		"	237	25			
"	Quinlan, Patrick	"	22	"	"	21-11-'06		"	273	75			
"	Rolffe, George	"	24	"	"	23-3-'06		"	292	00			
"	Scott, John	"	32	England	"	1-6-'05		"	310	25			
"	Scadamore, Basil C	Lance-Corpl	28	"	Lance-Corpl	11-5-'05		Lance-Corpl	292	00			
"	Sterling, James W	Sapper	29	"	Sapper	5-2-'06		Sapper	292	00			
"	Turton, John	"	31	"	"	5-8-'04		"	328	50			
"	Watters, Charles	"	22	"	"	20-12-'05		"	310	25			
"	Westwood, George	"	19	"	"	17-8-'06		"	310	25			
"	Whitelaw, Adam	"	28	Scotland	"	5-2-'07		"	292	00			
"	Bourk, Frank	"	23	England	"	15-6-'06		"	273	75			
"	Aitchison, Robert	2nd. Corpl	34	Scotland	2nd. Corpl	27-9-'05	Private	2nd Corpl	429	75			
"	Kingston, George	"	32	England	"	6-10-'05	Lance-Corpl	"	429	75			
"	Browne, Francis	Corpl	24	Ireland	Corpl	14-5-'06	"	Corporal	436	00			
"	Elliott, Henry N	Captain	40	England	Captain, R.C.G.A	28-3-'06	Captain, R.G.A.	Captain	2,281	25	Belongs Imp. Army. (Temporarily Employed.)		
"	Langton, Arthur V	"	30	"	"	29-3-'06	Lieutenant	"	1,551	25	"		
"	Huston, George	Mr.-Gunner	58	"	Mr. Gr. R.C.G.A		Q.M.S.	Mr. Gr	821	25	Enlisted, R.C.G.A.		
"	Simons, Stanley	"	49	"	"		"	"	657	00	"		
"	Lawrence, James Arthur	A.Q.M.S.	35	"	A.Q.M.S.		Sergeant	A.Q.M.S.	784	75	"		
"	White, Kenneth	Co. Q.M.S.	39	Newfld	Co., Q.M.S.		Sergt	Co., Q.M.S.	492	75	"		
"	Baskerfield, John	Sergt	33	England	Sergt., R.C.G.A.	1-12-'05	Corpl.	Sergt	401	50	"		
"	Boyd, Andrew	Q.M.S.I.	32	"	Q.M.S.I.	22-4-'05	Sergt	Q.M.S.I.	401	50	"		
"	Bradley, Timothy	Sergt	27	Ireland	Sergt.	13-6-'06	Corpl.	Sergt.	401	50	"		
"	Brown, Thomas	"	31	England	"	1-12-'05	"	"	401	50	"		
"	Farley, Albert	"	29	"	"	1-12-'05	"	"	438	00	"		
"	Gouget, Charles	"	25	"	"	31-1-'06	"	"	401	50	"		
"	Monaghan, John	"	26	Ireland	"	1-12-'05	"	"	401	50	"		
"	Whitfield, A	"	26	England	"	19-5-'06	"	"	401	50	"		
"	Winder, John Charles	"	27	"	"	13-10-'06	"	"	401	50	"		
"	Woolstom, Alfred	"	24	"	"	13-6-'06	"	"	401	50	"		
"	Wilkinson, Francis	"	28	"	"	27-5-'06	"	"	401	50	"		
"	Spalding, George	"	28	"	"	1-12-'05	"	"	401	50	"		
"	Jones, Wm	Corpl.	26	"	Corpl.	19-5-'06	Bombr.	Corpl.	310	25	"		
"	Pullin, Fred	"	24	"	"	4-12-'06	"	"	310	25	"		
"	Snodd, Harry	"	32	"	"	17-10-'06	"	"	310	25	"		

Maritime Provinces Command—Military Districts Nos. 8, 9 and 12, Halifax, N.S.—*Continued.*

Military District.	Names (Surname first).	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration for Services.	Remarks.
									$ cts.	
No. 9	Smith, Henry	Corpl.	29	Scotland.	Corpl.	17-10-'06	Bombr.	Corpl.	310 25	Enlisted R.C.G.A.
"	Jones, Fred. Joseph	Bombr.	23	England	Bombr.	1-11-'06	Gunner	Bombr.	292 00	"
"	Laird, John S	"	23	"	"	1-4-'06	"	"	292 00	"
"	Moseley, E. George	"	24	"	"	1-10-'06	"	"	292 00	"
"	Dean, Benjamin	A. Bombr.	23	Ireland	A. Bombr.	1-11-'06	"	A. Bombr.	237 25	"
"	Harvey, John Wm	"	25	England	"	4-12-'06	"	"	237 25	"
"	McGlasshan, Wm.	"	33	Scotland	"	1-12-'06	"	"	237 25	"
"	O'Brien, John	"	24	Ireland	"	1-11-'06	"	"	237 25	"
"	Spicer, Albert	"	24	England	"	1-11-'06	"	"	237 25	"
"	Tufts, Thomas	"	24	Newfld.	"	1-11-'06	"	"	237 25	"
"	Wilson, Wm. John	"	29	England	"	1-12-'06	"	"	237 25	"
"	Connell, Joseph	Trptr.	35	India	Trptr.			Trptr.	292 00	"
"	Sleigh, Fred	"	19	England	"	3-5-'05		"	200 75	"
"	Adams, Charles	Gunner	25	"	Gunner	27-2-'07		Gunner	237 25	"
"	Anderson, Ernest George	"	35	"	"	28-2-'06		"	292 00	"
"	Asher, John	"	42	"	"	24-10-'05		"	292 00	"
"	Ashworth, Richard	"	32	Scotland	"	8-5-'05		"	200 75	"
"	Beech, Edwin	"	29	England	"	10-11-'05		"	292 00	"
"	Berry, George	"	21	"	"	22-2-'07		"	200 75	"
"	Bradnock, Fred.	"	34	"	"	23-2-'07		"	237 25	"
"	Bryan, Wm	"	23	"	"	17-7-'05		"	200 75	"
"	Burskin, Fred.	"	24	"	"	22-2-'07		"	200 75	"
"	Brooks, Ernest	"	21	"	"	22-2-'07		"	200 75	"
"	Booker, Fred.	"	20	"	"	22-2-'07		"	200 75	"
"	Bradford, Robert	"	27	"	"	17-7-'05		"	200 75	"
"	Buchanan, Wm.	"	21	India	"	11-4-'05		"	200 75	"
"	Bradley, Wm.	"	30	Ireland	"	20-4-'06		"	292 00	"
"	Brooks, Moses	"	33	England	"	31-1-'06		"	292 00	"
"	Belk, Oswald	"	27	"	"	10-11-'05		"	237 25	"
"	Bowden, Thomas	"	40	"	"	30-12-'05		"	292 00	"
"	Coghlan, Harry	"	22	"	"	22-2-'07		"	200 75	"
"	Cowan, Alfred	"	39	Scotland	"	7-9-'05		"	200 75	"
"	Coffin, Fred. George	"	20	England	"	5-4-'06		"	200 75	"
"	Corderay, Charles	"	23	U. States.	"	22-3-'05		"	200 75	"
"	Canham, James	"	20	England	"	22-2-'07		"	237 25	"
"	Crotty, Denis	"	39	Ireland	"	11-11-'05		"	200 75	"
"	Conway, Laurence A.	"	40	England	"	12-2-'07		"	237 25	"

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Maritime Provinces Command—Military Districts Nos. 8, 9 and 12, Halifax, N.S.—*Continued.*

Military District.	Names (Surnames first).	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration for services.	Remarks.
									$ cts.	
No. 9	McDermott, John.	Gunner	26	Ireland	Gunner	10-11-'05		Gunner	237 25	Enlisted, R.C.G.A.
"	Morrison, Sydney	"	20	England	"	24-3-'05		"	200 75	"
"	Monk, Donald	"	24	Scotland	"	22-2-'07		"	237 25	"
"	Moreland, John	"	25	"	"	22-2-'07		"	237 25	"
"	Morrison, Wm.	"	24	Newfld.	"	24-3-'05		"	200 75	"
"	Mitchell, Alfred	"	21	England	"	22-2-'07		"	200 75	"
"	Murphy, Peter James	"	24	Ireland	"	22-2-'07		"	292 00	"
"	Murphy, John	"	36	"	"	10-11-'05		"	292 00	"
"	Mandlow, Harry	"	29	England	"	10-11-'05		"	200 75	"
"	McCann, Wm	"	34	Ireland	Gunner, R.C.G.A.	26-12-'05		"	292 00	"
"	McGrath, John	"	27	"	"	1-2-'06		"	200 75	"
"	McNaughton, Arthur	"	22	Scotland.	"	3-2-'05		"	200 75	"
"	Middleton, Wm	"	20	England.	"	22-2-'07		"	237 25	"
"	McIlhenny, James	"	33	Ireland	"	15-7-'05		"	292 00	"
"	McKeown, Edwin	"	25	"	"	11-9-'05		"	200 75	"
"	McLeod, Joseph	"	25	Scotland.	"	10-11-'05		"	237 25	"
"	Nolan, Wallace	"	26	Ireland	"	6-3-'07		"	200 75	"
"	Norval, Fred.	"	25	Wales	"	15-11-'05		"	237 25	"
"	Poole, Charles	"	24	England.	"	10-11-'05		"	237 25	"
"	Palmer, Francis Henry.	"	21	"	"	22-2-'07		"	200 75	"
"	Parry, Richard.	"	26	"	"	30-1-'06		"	200 75	"
"	Patterson, Samuel	"	45	Ireland	"	6-7-'06		"	292 00	"
"	Phiblin, John.	"	26	"	"	3-1-'05		"	200 75	"
"	Pierce, Charles	"	22	England.	"	22-2-'07		"	237 25	"
"	Prior, Albert John	"	29	"	"	10-11-'05		"	292 00	"
"	Price, John	"	28	"	"	11-7-'04		"	237 25	"
"	Rycroft, John Borden	"	22	"	"	22-2-'07		"	292 00	"
"	Rayment, Thomas	"	24	"	"	22-2-'07		"	237 25	"
"	Roberts, Arthur	"	21	"	"	22-2-'07		"	200 75	"
"	Robinson, Harry	"	28	"	"	12-7-'06		"	200 75	"
"	Rowles, Sydney	"	36	"	"	1-11-'05		"	292 00	"
"	Reynolds, Thomas James	"	27	"	"	27-11-'06		"	200 75	"
"	Smith, Arthur Edward.	"	35	"	"	19-12-'04		"	200 75	"
"	Steadman, Frank	"	28	"	"	10-7-'05		"	292 00	"
"	Sinclair, Percival.	"	21	"	"	22-2-'07		"	200 75	"
"	Scott, Burton.	"	22	"	"	22-2-'07		"	200 75	"
"	Stanfield, Harry	"	40	"	"	12-4-'06		"	292 00	"

"	Straw, Arthur	"	19	"	Gunner	16-4-'06		"	200	75		
"	Stuart, George Wm	"	40	"	"	14-11-'06		"	237	25		
"	Sands, John Fred	"	28	"	"	24-11-'06		"	292	00		
"	Sharp, Thomas	"	20	"	"	22-2-'07		"	200	75		
"	Taylor, Gilbert	"	21	"	"	22-2-'07		"	200	75		
"	Thompson, Wm	"	24	"	"	25-9-'05		"	200	75		
"	Turner, Robt. James	"	21	"	"	10-11-'06		"	237	25		
"	Valleday, Isaac	"	31	"	"	22-11-'04		"	200	75		
"	Woods, James	"	37	"	"	8-7-'05		"	292	00		
"	Whitehead, Wm. George	"	23	"	"	10-11-'05		"	237	25		
"	Wade, John	"	35	"	"	7-6-'05		"	292	00		
"	Walker, John	"	23	"	"	22-2-'07		"	237	25		
"	Whiley, George	"	43	"	"	31-10-'06		"	292	00		
"	Wilkinson, Albert	"	24	"	"	22-2-'07		"	237	25		
"	Williams, Stephen	"	23	"	"	22-2-'07		"	237	25		
"	Williams, John	"	31	Ireland	"	12-7-'05		"	292	00		
"	Wilson, Wm	"	37	Scotland	"	5-9-'06		"	292	00		
"	Woodley, Herbert	"	20	England	"	22-2-'07		"	200	75		
"	Woodhouse, Arthur	"	22	"	"	22-2-'07		"	200	75		
"	Adams, Edward	"	22	"	"			"	200	74		
"	Allsey, Albert James	"	23	"	"			"	237	25		
"	Alder, George	"	24	"	"			"	273	75		
"	Allen, Archer Cecil	"	21	"	"			"	237	25		
"	Allen, Thomas	"	34	Ireland	"			"	292	00		
"	Anderson, Michael	Corporal	37	"	Corporal	27-2-'06	Bombardier	Corporal	346	75		
"	Anderson, Thomas	Gunner	25	England	Gunner			Gunner	200	75		
"	Armstrong, Alfred Wm	"	22	Ireland	"			"	200	75		
"	Aylward, George	"	30	England	"			"	328	50		
No. 9	Bennet, Alf'd. Henderson	"	37	England	Gr., R C G A			"	328	50		
"	Blair, John	"	36	"	"			"	292	00		
"	Bolden, Walter	"	24	"	"			"	365	00		
"	Barrett, George	"	24	"	"			"	200	75		
"	Barnes, Ernest Arthur	"	21	"	"			"	200	75		
"	Bowlan, John	"	22	"	"			"	200	75		
"	Burty, Ernest John	"	21	Ireland	"			"	237	25		
"	Brennan, George	"	20	England	"			"	200	75		
"	Bridle, Arthur	"	22	"	"			"	273	75		
"	Brown, Percy	"	22	"	"			"	273	75		
"	Breyan, Henry Charles	Corporal	25	"	Corpl., R.C.G.A	1-6-'06	Bombardier	Corporal	310	25		
"	Capener, Richardson	Gunner	25	"	Gr., R.C.G.A			Gunner	273	75		
"	Carr, Wm. Thomas	"	23	"	"			"	237	25		
"	Chappell, Cephas	"	24	"	"			"	273	75		
"	Clearey, Wm	"	37	Ireland	"			"	292	00		
"	Connolly, Martin	"	39	"	"			"	292	00		
"	Cole, Albert	"	22	England	"			"	273	75		
"	Crane, Thomas	"	42	"	"			"	365	00		
"	Dunstand, Norman	"	22	Bermuda	"			"	200	75		
"	Dellapinna, Wm	"	23	England	"			"	200	75		
"	Duncan, Samuel	"	25	Ireland	"			"	200	75		
"	Densley, Herbert	"	20	England	"			"	200	75		

Maritime Provinces Command—Military Districts Nos. 8, 9 and 12, Halifax, N.S.—***Continued.***

Military District.	Names (surname first).	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration for Services.	Remarks.
									$ cts.	
No. 9	Dickenson, Frank	Gunner	22	England	Gr., R.C.H.A			Gunner	200 75	Enlisted R.C.G.A.
"	Devlin, Thomas	"	23	"	"			"	200 75	"
"	Devine, Patrick	"	28	Ireland	"			"	292 00	"
"	Dixon, Wm.	Sergeant	32	England	Sergt., R.C.G.A	9-1-'02	Corporal	Sergeant	492 75	"
"	Dorgan, Patrick	Gunner	27	Ireland	"			Gunner	328 50	"
"	Dowd, Patrick	"	28	"	"			"	273 75	"
"	Draper, Wm. Daniel	Sergeant	27	England	"	1-12-'05	Corporal	Sergeant	401 50	"
"	Duggan, Thomas	Gunner	31	Ireland	Gr., R.C.G.A			Gunner	200 75	"
"	Dyte, Leonard John	Sergeant	27	England	Sergt., R.C.G.A	16-10-'05	Corporal	Sergeant	401 50	"
"	Davis, Alfred	Gunner	22	"	Gr., R.C.G.A			Gunner	237 25	"
"	Englefield, Francis Lewis	Sergt. Major	41	"	Sgt.-Maj., R.C.G.A	1-5-'06	Q.M.S	Sergeant-Major	638 75	"
"	Evans, Harry	Gunner	24	"	Gr., R.C.G.A			Gunner	237 25	"
"	Evans, Albert Evan	"	20	"	"			"	237 25	"
"	Ellis, Wm. Henry	"	22	Wales	"			"	200 75	"
"	Elliott, Albert	"	23	England	"			"	200 75	"
"	Fitz-Henry, John	"	38	Ireland	"			"	292 00	"
"	Foster, Frank	"	25	England	"			"	200 75	"
"	Foran, Robert	"	21	Ireland	"			"	200 75	"
"	Falvey, John	"	25	"	"			"	237 25	"
"	Francey, Alexander	"	24	England	"			"	237 25	"
"	Farrow, Arthur	"	21	"	"			"	200 75	"
"	Fox, Wm. Arthur	R.Q.M.S.	28	"	R.Q.M.S	1-1-'06	Sergeant	Q.R.M.S	492 75	"
"	Gale, John Thomas	Gunner	22	"	Gunner			Gunner	237 25	"
"	Gammon, James	"	22	"	"			"	237 25	"
"	George, Edward	"	29	"	"			"	292 00	"
"	Goodman, Wm. Henry	"	29	"	"			"	292 00	"
"	Gosconbe, Charles	Bombardier	34	"	Bombradier	1-5-'06	Gunnner	Bombardier	419 75	"
"	Green, Charles	Gunner	30	"	Gunner			Gunner	292 00	"
"	Green, John	"	23	"	"			"	273 75	"
"	Gray, Wm. Henry	"	22	"	"			"	200 75	"
"	Gray, Alfred Wm.	"	23	"	"			"	200 75	"
"	Gibson, John	"	20	"	"			"	200 75	"
"	Grimes, Walter	"	22	"	"			"	200 75	"
"	Grove, Walter	Gunner	29	England	Gunner, R.C.G.A			Gunner	292 00	"
"	Grover, Wm. Thomas	"	21	"	"			"	328 50	"
"	Gandy, Fred. Edward	"	24	"	"			"	292 00	"
"	Holmes, Thomas	Sergt	43	"	Sergt. R.C.G.A	25-8-'06	Bombardier	Sergeant	492 75	"

" ..	Hachman, Herbert	Gunner	22	"	Gunner, R.C.G.A.			Gunner	237	25
" ..	Halse, Wm	"	23	"	"			"	237	25
" ..	Hale, Thomas	"	25	"	"			"	200	75
" ..	Harcourt, Charles	"	20	"	"			"	200	75
" ..	Howell, Thomas	A. Bombr	25	"	A. Bomb. R.C.G.A.		Gunner	A. Bombr	237	25
" ..	Hooke, Henry Wm.	Gunner	23	"	Gunner, R.C.G.A.			Gunner	200	75
" ..	Hallett, Wm	Sergt	30	"	Sergt. R.C.G.A.	28-4-'04	Bombardier	Sergeant	401	50
" ..	Hagerty, James	Gunner	37	Ireland	Gunner, R.C.G.A.			Gunner	292	00
" ..	Hart, Edward	Sergt	30	England	Sergt. R.C.G.A.	1-6-'06	Bombardier	Sergeant	401	50
" ..	Hewitson, Wm	Gunner	22	"	Gunner, R.C.G.A.			Gunner	200	75
" ..	Holness, Percy Gilbert	"	20	"	"			"	182	50
" ..	Holness, Fred	Bombardier	29	"	Bombr. R.C.G.A.	1-6-'06	Private	Bombardier	328	50
" ..	Hollands, James	Gunner	24	"	Gunner, R.C.G.A.			Gunner	237	25
" ..	Hunter, Thomas	"	21	"	"				200	75
" ..	Hopkins, Frank	"	41	"	"			"	292	00
" ..	Houghton, James	"	26	"	"			"	237	25
" ..	Holmes, Charles	A. Bombr	23	"	A. Bombr. R.C.G.A.		Gunner	A. Bombr	273	75
" ..	Kers, Michael	Gunner	33	Ireland	Gunner, R.C.G.A.			Gunner	292	00
" ..	Isles, Harold Ernest	"	24	England	"			"	237	25
" ..	Jackman, Wilfred	"	23	"	"			"	237	25
" ..	Jenkins, Thomas Henry	Bombardier	23	"	Bombr. R.C.G.A.	9-3-'07	Gunner	Bombardier	237	25
" ..	Jones, Wm	Gunner	23	"	Gunner, R.C.G.A.			Gunner	200	75
" ..	Jones, Arthur George	"	20	"	"			"	237	25
" ..	Kyte, Francis John	"	22	"	"			"	200	75
" ..	Lea, John	"	19	"	"			"	200	75
" ..	Little, Arthur	"	27	"	"			"	200	75
" ..	Lidlow, Charles Fred	"	20	"	"			"	200	75
" ..	Lull, John Edward	"	23	Ireland	"			"	237	25
" ..	Ludlow, Thomas	"	28	England	"			"	200	75
" ..	Mackins, George	"	21	"	"			"	200	75
" ..	Masson, George	"	25	"	"			"	200	75
" ..	Mantle, James	"	29	"	"			"	292	00
" ..	Masey, Thomas	Bombardier	25	India	Bombr. R.C.G.A.	18-2-'06	Gunner	Bombardier	273	75
" ..	Mitchell, John Ernest	Gunner	26	England	Gunner, R.C.G.A.			Gunner	237	25
" ..	Martin, Robert Albert	"	22	"	"			"	200	75
" ..	Moband, Philip Henry	"	28	"	"			"	292	00
" ..	Money, Edward	"	21	"	"			"	200	75
" ..	Moore, George Henry	"	21	Ireland	"			"	200	75
" ..	Moigward, Ernest	Bombardier	22	England	Bombr. R.C.G.A.	1-12-'05	Gunner	Bombardier	328	50
" ..	McCann, Patrick	Gunner	37	Ireland	Gunner, R.C.G.A.			Gunner	365	00
" ..	McKay, Archibald	"	42	England	"			"	292	00
" ..	McDermott, John	"	24	Ireland	"			"	273	75
" ..	McLeod, David Nelson	"	24	U. States	"			"	200	75
" ..	McMannus, Michael	"	35	Ireland	"			"	273	75
" ..	Nicholas, Benjamin	"	33	Wales	"			"	292	00
" ..	Neve, John	"	20	England	"			"	200	75
" ..	Nolan, Michael	"	24	Ireland	"			"	200	75
" ..	O'Callihan, Edward	"	39	"	"			"	292	00
" ..	O'Neil, Patrick Henry	"	31	"	"			"	200	75
" ..	Pape, William	"	36	England	"			"	292	00

Maritime Provinces Command—Military Districts Nos. 8, 9 and 12.—*Continued.*

Military District	Names (Surname first).	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration for Service.	Remarks.
									$ cts.	
No. 9	Passlow, Ernest	Gunner	21	England	Gunner, R.C.G.A.			Gunner	273 75	Enlisted, R.C.G.A.
"	Pidgeon, Alfred	Sergt	30	"	Sergt. R.C.G.A.	1-12-'05	Corporal	Sergeant	401 50	"
"	Roberts, Samuel	Gunner	38	"	Gr. R.C.G.A.			Gunner	292 00	"
"	Rands, George	Corpl.	26	"	Corpl. R.C.G.A.	1-12-'06	Bombr.	Corpl.	310 25	"
"	Rands, John	Gunner	28	"	Gr. R.C.G.A.			Gunner	200 75	"
"	Randall, Henry	"	24	"	"			"	200 75	"
"	Rix, George	"	22	"	"			"	237 25	"
"	Redlington, Arthur Alb	"	21	"	"			"	237 25	"
"	Rynne, Wm	"	22	Ireland	"			"	200 75	"
"	Richardson, Wm	"	25	England	"			"	255 50	"
"	Robertson, James	"	32	Scotland	"			"	365 00	"
"	Saunders, Wm	"	26	England	"			"	310 25	"
"	Saxalle, Herbert	"	31	"	"			"	238 50	"
"	Sayers, John	Corpl.	25	"	Corpl. R.C.G.A.	27-2-'06	Bombr.	Corpl.	310 25	"
"	Seagroatt, George Joseph	Gunner	20	"	Gr. R.C.G.A.			Gunner	200 75	"
"	Slade, Joseph Charles	Sergt	22	"	Sergt. R.C.G.A.	25-10-'06	Corpl.	Sergt	438 00	"
"	Simpson, James	Gunner	30	"	Gr. R.C.G.A.			Gunner	292 00	"
"	Smith, Wm	"	22	"	"			"	200 75	"
"	Smith, Percy Sidney	Bombr.	25	"	Bombr. R.C.G.A.	1-12-'06	Gunner	Bombr.	273 75	"
"	Smith, Thomas	Gunner	25	"	Gr. R.C.G.A.			Gunner	237 25	"
"	Scoppard, Fred	"	25	"	"			"	237 25	"
"	Spink, Bertran John	Bombr.	24	"	Bombr. R.C.G.A.	9-3-'07	Gunner	Bombr.	237 25	"
"	Stewart, Henry	Corpl.	37	Ireland	Corpl. R.C.G.A.	23-5-'04	"	Corpl.	547 50	"
"	Smith, Samuel	Gunner	31	England	Gr. R.C.G.A.			Gunner	328 50	"
"	Stevens, Henry	Bombr.	26	"	Bombr. R.C.G.A.	1-5-'06	Gunner	Bombr	438 00	"
"	Swift, Alexander	Corpl	29	"	Corpl. R.C.G.A.	1-5-'06	Bombr.	Corpl.	401 50	"
"	Ferry, Alfred	Gunner	34	"	Gr. R.C.G.A.			Gunner	200 75	"
"	Thompson, James	"	26	"	"			"	237 25	"
"	Tobin, James	"	40	Ireland	"			"	365 00	"
"	Tracey, John	"	39	England	"			"	292 00	"
"	Vokes, Ernest	Gunner	35	Wales	"			Gunner	292 00	"
"	Wallace, Leslie	"	31	Ireland	"			"	365 00	"
"	Wheatley, Albert	"	24	England	"			"	237 25	"
"	Webb, Edward	"	27	"	"			"	292 00	"
"	Williams, Fred	"	23	"	"			"	200 75	"
"	Willis, John	"	24	"	"			"	237 25	"
"	Walsh, Wm	"	20	Ireland	"			"	200 75	"

"	Wright, Samuel	"	22	England	"				"	200	75	"
"	Thacker, Herbert Cyril	Major	37	India	Major, R C.G.A.	1-5-'05	Capt.		Major	1,825	00	Appt. R.M.C
"	Moore, St. Ledger Mont.	Capt.	38	England.	Capt. R C.G.A.	18-6-'98	Lieut.		Capt.	1,277	50	Appt. Reg. Army Temp. employed.

ROYAL CANADIAN REGIMENT, HALIFAX, N S

No. 9	Wadmore, Robinson L.	Lieut.-Col.	53	England.	Lieut.-Col., R C.R.	15-9-'05	Major		Lieut.-Col.	1,825	00	Appt. R C. R., 1883.
"	Betty, Hugh Kemmis	Capt	35	"	Capt	25-7-'05	Lieut.		Capt	1,095	00	Appt. from Militia.
"	Carlon, John	"	34	"	"	5-1-'07	"		"	1,095	00	"
"	Coupe, John Wm.	Q.M.S.	38	"	Q.M.S.		Sergt.		Q.M.S.	547	50	Enlisted, R.C.R
"	Miles, Harry	Drill Sgt.	37	"	D. Sergt		"		Drill Sergt	456	25	"
"	Little David Wm.	Sergt	37	"	Sergt		Corpl.		Sergt.	456	25	"
"	Cox, Wm	"	45	"	"		"		"	456	25	"
"	Leon, Thos. Alex.	"	37	"	"		"		"	365	00	"
"	Bassanta, Louis	Corpl.	24	"	Corpl.		Lce. Corpl.		Corpl.	292	00	"
"	Kelly, Owen	Lce. Corpl.	38	Ireland	Lce. Corpl		Sapper		Lce. Corpl.	273	75	"
"	Wimpeis, Chas. John.	"	30	England	"		"		"	219	00	"
"	Bullock, Albert	Private	38	"	Private, R C R.				Private	273	75	"
"	Clark, Robert	"	35	"	"				"	273	75	"
"	Coppell, Fred	"	37	"	"				"	273	75	"
"	Kaye, Samuel	"	39	"	"				"	273	75	"
"	Monteith, Jas.	"	31	Ireland	"				"	273	75	"
"	Phillips, Andrew	"	27	England	"				"	273	75	"
"	Ross, Wm	"	26	"	"				"	273	75	"
"	Smith, Walter Wm.	"	46	"	"				"	273	75	"
"	Tanner, Jas. John	"	41	Ireland	"				"	273	75	"
"	Bewley, Robert	"	25	England	"				"	219	00	"
"	Bambury, Chas.	"	30	"	"				"	219	00	"
"	Byrne, Wm.	"	21	"	"				"	219	00	"
"	McDonald, Harry	"	26	"	"				"	219	00	"
"	O'Meara, Thomas	"	24	Ireland	"				"	219	00	"
"	Robinson, Wm	"	27	England	"				"	219	00	"
"	Sharples, George	"	22	"	"				"	219	00	"
"	Whitworth, Joseph	"	23	"	"				"	219	00	"
"	Allen, Melbourne	"	20	"	"				"	182	50	"
"	Bauld, Robert	"	29	"	"				"	182	50	"
"	Brunditt, Henry	"	28	"	"				"	182	50	"
"	Boyes, Wm.	"	28	"	"				"	182	50	"
"	Clark, Edward	"	22	"	"				"	182	50	"
"	Clark, Charles Thomas.	"	26	"	"				"	182	50	"
"	Clarke, Ernest	"	25	"	"				"	182	50	"
"	Coombs, John	"	22	"	"				"	182	50	"
"	Estles, Harry	"	20	"	"				"	182	00	"
"	Farrell, John	"	23	"	"				"	182	50	"
"	Fletcher, Oswald	"	26	"	"				"	182	50	"
"	Giblin, Edward	"	21	"	"				"	182	50	"
"	Giles, Harry	"	21	"	"				"	182	50	"
"	Hill, John	"	22	"	"				"	182	50	"

ROYAL CANADIAN REGIMENT, HALIFAX, N.S.—*Continued.*

Military District.	Names (Surname first).	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration for Service.	Remarks.
									$ cts.	
No. 9	Haves, Wm. Harry	Private	20	England	Private, R.C.R.			Private	182 50	Enlisted R.C.R.
"	Irlam, Tom. Geo	"	20	"	"			"	182 50	"
"	Johanney, Ernest	"	21	"	"			"	182 50	"
"	Lavis, Thos.	"	20	"	"			"	182 50	"
"	Moorehouse, Thos.	"	20	"	"			"	182 50	"
"	Mathews, Harry	"	22	"	"			"	182 50	"
"	Nesbitt, Fred	"	21	"	"			"	182 50	"
"	Robersts, R	"	21	"	"			"	182 50	"
"	Russell, Charles	"	20	"	"			"	182 50	"
"	Ralston, Wm.	"	22	Australia	"			"	182 50	"
"	Stubbs, Fred	"	21	England	"			"	182 50	"
"	Shandley, Geo. Alfred	"	22	"	"			"	182 50	"
"	Smythe, Ernest John	"	21	W. Indies	"			"	182 50	"
"	Viner, John	"	20	England	"			"	182 50	"
"	Turner, John	"	19	"	"	12-1-'07		"	182 50	"
"	Walsh, Wm	"	19	"	"	1-1-'07		"	182 50	"
"	Warren, John	"	21	"	"	12-1-'07		"	182 50	"
"	Watts, Frank	"	21	"	"	11-1-'05		"	182 50	"
"	Wilder, Fred. John	"	37	"	"	12-3-'06		"	273 75	"
"	Davis, Richard	Col.-Sgt	16	Ireland	Col.-Sergt. R.C.R.	4-1-'95	Sergt	Col.-Sgt	547 50	"
"	Mackness, Joseph	Sergt	32	England	Sergt., R.C.R.	12-7-'99	Corpl	Corpl	401 50	"
"	Goddard, Frank	"	25	"	"	18-3-'02	"	"	365 00	"
"	Pryde, George	Lce.-Corpl	37	Scotland	Lce.-Corpl., R.C.R	23-3-'06	Private	Lance Corpl	273 75	"
"	Gill, Jas. Wm	Lance Corpl	22	England	Lance Corpl., R.C.R.		Private	Lance-Corporal	219 00	"
"	Bailey, Frank	Private	23	"	Private, R.C.R.	12-1-'07		Private	219 00	"
"	Bingham, Edward	"	32	"	"	30-8-'06		"	255 50	"
"	Bonhoure, Victor	"	20	"	"	12-1-'07		"	182 50	"
"	Cheeseman, Albert	"	31	"	"	8-12-'05		"	182 50	"
"	Cox, Wm.	"	20	"	"	12-1-'07		"	219 00	"
"	Darcy, Patrick	"	39	Ireland	"	26-2-'06		"	273 75	"
"	Doran, Geo. John	"	21	England	"	24-1-'07		"	182 50	"
"	Dowding, Lionel Henry	"	26	"	"	18-12-'05		"	182 50	"
"	Fawcett, Thos	"	24	"	"	21-9-'98		"	273 75	"
"	Fay, Matthew	"	31	Ireland	"	12-9-'06		"	182 50	"

"	Fry, Wm	"	29	England	"	22-3-'06		"		182	50
"	Fullerton, Robt	"	26	Scotland	"	28-11-'01		"		219	00
"	Gourley, Samuel	"	22	Ireland	"	24-6-'06		"		182	50
"	Gibson, Wm	"	22	England	"	12-1-'07		"		182	50
"	Gale, Thos	3	22	"	"	12-1-'07		"		219	00
"	Hallett, Herbert	"	22	"	"	12-1-'07		"		273	75
"	Hinchcliffe, Frank	"	22	"	"	12-1-'07		"		219	00
"	Holland, James	"	40	"	"	26-4-'06		"		273	75
"	Helmer, Hans	"	21	"	"	22-7-'03		"		219	00
"	Joseph, Albert	"	22	Ireland	"	12 9 '04		"		182	50
"	Kelly, John Jas	"	36	"	"	11 11 '04		"		273	75
"	Lauzane, Fred	"	19	England	"	12-1 '07		"		182	50
"	Laughlin, James	"	21	"	"	18-12-'05		"		182	50
"	McBride, Thos	"	27	Ireland	"	29 6 '05		"		182	50
"	McKenna, James	"	39	"	"	26-4-'06		"		273	75
"	Northern, Wm	"	23	England	"	12-1 '07		"		273	75
"	Osborne, George	"	25	"	"	2 4 '06		"		182	50
"	Penton, Archibald	"	25	"	"	5 6 '06		"		182	50
"	Perry, Sidney Chas	"	30	"	"	22-5 '06		"		273	75
"	Phillips, Herbert E	"	35	"	"	6-9 '05		"		182	50
"	Patrick, Fred	"	20	"	"	12 1 '07		"		182	50
"	Ryan, Leopold James	"	29	Ireland	"	26-4-'05		"		182	50
"	Riley, Arthur	"	21	England	"	12-1-'07		"		219	00
"	Sheehan, Owen	"	31	"	"	19-7-'05		"		273	75
"	Spratley, Harry	"	28	"	"	2-6-'05		"		182	50
"	Stewart, Duncan	"	33	Scotland	"	4-7-'05		"		273	75
"	Stillwell, Alfred	"	20	England	"	12-1-'07		"		219	00
"	Uttley, Edward	"	21	"	"	12-1-'07		"		182	50
"	Wilson, Keigh	"	20	"	"	19-9-'06		"		182	50
	Wilson, George	"	28	"	"	22-2-'07		"		182	50
	Edwards, Herbert	Corporal	31	"	Corporal, R.C.R	25 11 '02	Lance-Corporal	Corporal		292	00
	Alexander, Percy	Private	22	"	Private, R.C.R	12-1-'07		Private		219	00
	Baggallay, Arthur R	"	22	"	"	2-7-'02		"		219	00
	Bainbridge, Edward	"	32	"	"	20-12-'06		"		273	75
	Bedell, Robert	"	27	"	"	3-10-'05		"		273	75
"	Bird, Thomas	"	20	"	"	12-1-'07		"		273	75
"	Carroll, James	Boy	15	Ireland	Boy	11-1-'06		Boy		146	50
"	Clark, James Edward	Private	31	England	Private, R.C.R	4-10-'06		Private		273	75
"	Colter, Chas. Geo	"	40	Ireland	"	30-10-'05		"		273	75
"	Darden, Louis	"	22	England	"	12-1-'07		"		273	75
"	Freeman, Joseph	"	23	"	"	12-1-'07		"		273	75
"	Fraser, Wm. Owen	"	25	Scotland	"	11-3-'05		"		182	50
"	Gade, Harry	"	27	England	"	28-4-'03		"		219	00
"	Green, George	"	20	N. Zealand	"	12-1-'07		"		273	75
"	Greene, James	"	38	Ireland	"	24-10-'05		"		273	75
"	Hawes, Geo. Jas	"	35	England	"	22 8-'03		"		273	75
"	Hogbin, John	"	37	"	"	19-10-'05		"		273	75
"	Holland, Louis Henry	Boy	16	Malta	Boy,	2-6-'06		Boy		146	00
"	James, Joseph	Private	19	England	Private, R.C.R	12-1-'07		Private		219	00
"	Jones, Hugo	"	22	"	"	12-1-'07		"		273	75

Maritime Provinces Command—Military Districts Nos. 8, 9 and 12, Halifax, N. S.—*Continued.*

ROYAL CANADIAN REGIMENT, HALIFAX, N. S.—*(Continued.)*

Military District.	Names (Surname first).	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank Before Appointment or Employment.	Rank After Appointment or Employment.	Yearly Remuneration for Services.	Remarks.
									$ cts.	
No. 9.	Keesham, Alexander	Private	40	England	Private, R.C.R.	1-11-'05		Private	273 75	Enlisted, R.C.R.
"	Kidd, Leonard	"	42	"	"	10-1-'06		"	273 75	"
"	Lancaster, Arthur	"	33	"	"	20-3-'06		"	273 75	"
"	Lancaster, Leslie	"	36	"	"	13-11-'05		"	273 75	"
"	Laverick, John	"	40	"	"	9-5-'06		"	273 75	"
"	Lobb, George	"	20	U. States	"	12-1-'07		"	273 75	"
"	Martin, John	"	28	England	"	28-3-'05		"	182 50	"
"	Maidment, Charles	"	20	"	"	12-1-'07		"	219 00	"
"	Maslin, Theodore Claude Vernon	"	39	"	"	2-1-'07		"	273 75	"
"	Molloy, Michael Egan	"	41	East Indies	"	2-5-'06		"	273 75	"
"	Morris, Geo. Robert	"	39	England	"	9-5-'06		"	273 75	"
"	Nelson, Hy. Wm	Boy	17	"	Boy	11-1-'06		Boy	146 00	"
"	Noakes, Lawrence	Private	38	"	Private, R.C.R.	13-3-'05		Private	273 75	"
"	Read, Robert	"	23	"	"	12-1-'07		"	273 75	"
"	Reay, Wm	Boy	16	"	Boy	5-7-'06		Boy	146 00	"
"	Ross, David	Private	35	"	Private, R.C.R.	31-10-'05		Private	273 75	"
"	Tanner, George	"	22	"	"	12-1-'07		"	273 75	"
"	Tarrant, Wm	"	19	"	"	12-1-'07		"	182 50	"
"	Taylor, Wm	"	39	"	"	8 2-'01		"	273 75	"
"	Tomkinson, Fred	"	36	"	"	7-11-'05		"	273 75	"
"	Twitchell, George	"	22	"	"	12-1-'07		"	273 75	"
"	Connolly, Walter	Sergeant	41	"	Sergeant, R.C.R.	11-5-'03	Corporal	Sergeant	365 00	"
"	Moule, Wm. E.	"	26	"	"	20-6-'02	"	"	365 00	"
"	Ayres, Fred	"	37	"	"	1-11-'05	"	"	365 00	"
"	Heath, George	Corporal	35	"	Corporal, R.C.R.	12-1-'06	Lance-Corpl	Corporal	292 00	"
"	Johnston, Archibald	Lance-Corpl	39	Ireland	Lance-Corpl, R.C.R.	9-4-'06	Private	Lance-Corpl	273 75	"
"	Glencross, Joseph	"	26	"	"	9-5-'06	"	"	219 00	"
"	Evans, Henry	"	29	England	"	20-6-'05	"	"	219 00	"
"	Brown, Robert	Private	26	"	Private, R.C.R.	6-11-'05		Private	182 50	"
"	Brocklebalk, Wm	"	22	"	"	12-1-'07		"	219 00	"
"	Booth, Wm	"	20	"	"	12-1-'07		"	182 50	"
"	Brown, John	"	26	"	"	12-1-'07		"	219 00	"
"	Chapman, Fred	"	28	"	"	3-2-'06		"	182 50	"
"	Crowe, Percy	"	25	"	"	28-12-'05			182 50	"

"	..	Cummings, Michael	"	....	37	"	"	....	19 3 '06	....	"	....	....	273	75
"	..	Clayton, Henry	"	....	34	"	"	....	8-11-'05	....	"	....	....	273	75
"	..	Commee, Edward	"	....	31	Ireland	"	....	28-12-'06	....	"	....	....	273	75
"	..	Cramshaw, Henry	"	....	20	England	"	....	12-1-'07	....	"	....	....	182	50
"	..	Carroll, John	"	....	28	"	"	....	12-1-'07	....	"	....	....	273	75
No.	9..	Doran, Harry	Private	....	25	"	Private, R.C.R	....	26-6-'06	....	Private	....	....	182	50
"	..	Dixon, Wm	"	....	34	Ireland	"	....	27-3-'06	....	"	....	....	273	75
"	..	Downey, Richard J	"	....	33	England	"	....	29-12-'05	....	"	....	....	273	75
"	..	Dowling, Alfred	"	....	33	Ireland	"	....	12-1-'07	....	"	....	....	182	50
"	..	Doolan, Patrick	"	....	36	"	"	....	29-12-'05	....	"	....	....	273	75
"	..	Donelly, James	"	....	21	England	"	....	12-1-'07	....	"	....	....	182	50
"	..	Daley, James	"	....	22	"	"	....	12-1-'07	....	"	....	....	182	50
"	..	Delaney, Wm	"	....	20	"	"	....	12-1-'07	....	"	....	....	182	50
"	..	Egan, John	"	....	26	Ireland	"	....	20-11-'06	....	"	....	....	182	50
"	..	Finney, Wilfrid	"	....	21	England	"	....	19 9-'04	....	"	....	....	182	50
"	..	Fernside, Edward	"	....	30	"	"	....	24 10-'05	....	"	....	....	182	50
"	..	Foley, James	"	....	28	"	"	....	26-3-'05	....	"	....	....	182	50
"	..	Forbes, Fred. Wm	"	....	33	"	"	....	10 12 '06	....	"	....	....	182	50
"	..	Fryer, John	"	....	33	"	"	....	21-1-'07	....	"	....	....	273	75
"	..	Griffin, John	"	....	26	Ireland	"	....	30-9-'06	....	"	....	....	182	50
"	..	Harrope, John	"	....	24	England	"	....	12-1-'07	....	"	....	....	219	00
"	..	Hickey, John	"	....	24	"	"	....	12-1-'07	....	"	....	....	292	00
"	..	Hart, John	"	....	31	"	"	....	14-8-'06	....	"	....	....	182	50
"	..	Harvey, George	"	....	32	Ireland	"	....	15-11-'05	....	"	....	....	273	75
"	..	Harrington, Chas	"	....	25	England	"	....	3-10-'06	....	"	....	....	182	50
"	..	Hussy, Fred	"	....	20	"	"	....	26-9-'06	....	"	....	....	182	50
"	..	Hurst, Joseph	"	....	20	"	"	....	12-1-'07	....	"	....	....	182	50
"	..	Jennings, Walter	"	....	26	"	"	....	16-12-'05	....	"	....	....	182	50
"	..	Joyce, Joseph	"	....	23	"	"	....	2-5-'06	....	"	....	....	182	50
"	..	Leach, Fred	"	....	24	"	"	....	12-1 '07	....	"	....	....	182	50
"	..	Kennard, Albert	"	....	24	"	"	....	10-4-'05	....	"	....	....	182	50
"	..	Lovell, Albert	"	....	20	"	"	....	9-4-'06	....	"	....	....	273	75
"	..	Moore, James	"	....	30	"	"	....	20-10-'06	....	"	....	....	182	50
"	..	Munslow, John	"	....	37	"	"	....	2-4 '06	....	"	....	....	273	75
"	..	McGowan, Edward	"	....	21	"	"	....	28-12-'06	....	"	....	....	182	50
"	..	Marshall, John	"	....	25	"	"	....	12-1-'07	....	"	....	....	182	50
"	..	Moore, Thomas	"	....	20	"	"	....	12-1-'07	....	"	....	....	182	50
"	..	O'Shea, Christopher	"	....	25	Ireland	"	....	12-1-'07	....	"	....	....	219	00
"	..	O'Laughlin, Michael	"	....	26	"	"	....	2-4-'06	....	"	....	....	273	75
"	..	Pennis, Herbert	"	....	20	England	"	....	12-1-'07	....	"	....	....	182	50
"	..	Parson, Frank	"	....	34	"	"	....	15-3-'06	....	"	....	....	273	75
"	..	Patterson, Wm	"	....	27	"	"	....	3-11-'05	....	"	....	....	182	50
"	..	Pilgrim, Richard	"	....	37	Ireland	"	....	3-2-'06	....	"	....	....	273	75
"	..	Pochan, Samuel	"	....	32	England	"	....	20-12-'06	....	"	....	....	273	75
"	..	Randell, James	"	....	20	"	"	....	17 3-'06	....	"	....	....	182	50
"	..	Ray, Wm	"	....	38	"	"	....	19 12-'05	....	"	....	....	273	75
"	..	Roberts, George	"	....	29	"	"	....	20-12-'05	....	"	....	....	182	50
"	..	Roberts, Robert	"	....	28	"	"	....	20-12-'05	....	"	....	....	182	50
"	..	Rosing, Henry	"	....	24	"	"	....	4-11-'05	....	"	....	....	182	50
"	..	Robinson, George	Sergt	....	38	"	Sergt. R.C.R	....		Corpl		Sergt	....	273	75

Maritime Provinces Command—Military Districts Nos. 8, 9 and 12, Halifax, N.S.— *Continued.*

ROYAL CANADIAN REGIMENT, HALIFAX, N.S. —*Continued.*

Military District.	Names (Surname first.)	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration for Services.	Remarks.
									$ cts.	
No. 9	Regg, Edward	Private	21	England	Private, R C.R	12-1-'07		Private	182 50	Enlisted, R.C.R
"	Robinson, Herbert	"	20	Ireland	"	12-1-'07		"	182 50	"
"	Shaw, Alfred	"	20	England	"	12-1-'07		"	182 50	"
"	Shaw, Richard	"	20	"	"	12-1-'07		"	182 50	"
"	Snape, John	"	24	"	"	12-1-'07		"	219 00	"
"	Stevenson, John	"	23	"	"	12-1-'07		"	182 50	"
"	Sargent, John	"	20	"	"	27-2-'05		"	182 50	"
"	Taylor, Wm	"	28	"	"	11-12-'05		"	182 50	"
"	Taylor, Thomas	"	21	England	"	12-1-'07		"	182 50	"
"	Worth, Hugh	"	28	"	"	20-1-'06		"	182 50	"
"	Walsh, Thomas	"	20	"	"	12-1-'07		"	182 50	"
"	Woodey, Lucas	"	25	"	"	12-1-'07		"	219 00	"
"	Youde, John	"	21	"	"	12-1-'07		"	182 50	"
"	Bram, Thomas	Col. Sergt	38	"	Col. Sergt R C.R.	5-9-'03	Sergt	Col. Sergt	547 50	"
"	Evans, George	Sergt	43	"	Sergt. R.C.R. (cook)		Corpl.	Sergt	401 50	"
"	Camm, Wm	Col Sergt	37	"	Col Sergt. R.C.R		Sergt	Col Sergt	547 50	"
"	Flemming, Joseph	D. Sergt	39	"	S. Sergt R.C.R		"	Drill Sergt	456 25	"
"	Pug, Apencer Lawrence	Corpl.	29	"	Corpl. R C R		Lce Corpl.	Corpl.	292 00	"
"	Hope, John William	"	21	France	"		"	"	292 00	"
"	Storey, John	Lce Corpl.	36	England	Lce. Corpl. R C R		Private	Lce Corpl	273 75	"
"	Ormiston, James	"	22	Scotland	"		"	"	219 00	"
"	Parlett, Geo, Chas	"	32	England	"		"	"	273 75	"
"	Anderson, Fred.	Private	21	"	Private, R.C.R	3 7-'05		Private	182 50	"
"	Barrell, Walter	"	42	"	"	14-11-'05		"	273 75	"
"	Bateman, Wm	"	33	"	"	1-4-'05		"	273 75	"
"	Bonner, Harry	"	20	"	"	12-1-'07		"	182 50	"
"	Bradley, E. G	"	26	"	"	28-1-'04		"	182 50	"
"	Bradshaw, Arthur E	"	23	"	"	28-6-'05		"	182 50	"
"	Brstow, Arthur	"	23	"	"	2-10-'05		"	182 50	"
"	Brooks, George	"	20	"	"	12-1-'07		"	182 50	"
"	Brown, David	"	30	"	"	11-11-'05		"	182 50	"
"	Burrows, George	"	29	"	"	12 1-'07		"	182 50	"
"	Campbell, Arthur	"	32	Scotland	"	26-1-'06		"	273 75	"
"	Campbell, Wm	"	20	England	"	12 1-'07		"	182 50	"
"	Cooper, Joseph	"	24	"	"	12 1-'07		"	219 00	"

"	..	Colgan, P.	Private.	..	34	Ireland	..	Private, R.C.R.	...	24-10-'05	...	Private.	..	273	75	Enlisted, R.C.R.	
"	..	Cripps, William	"	.....	24	England	..	"	..	5-12-'05	...	"	.....	182	50	"	
"	..	Crossin, Joseph	"	....	24	Ireland	..	"	..	10-5-'05	...	"	.....	182	50	"	
"	..	Cronin, James	"	.....	33	England	..	"	..	20-10-'05	...	"	.....	182	50	"	
"	..	Dean, Wm	"	.....	24	"	..	"	.....	17-9-'03	...	"	.....	182	50	"	
"	..	Dickinson, John	"	.....	26	"	..	"	.....	14-9-'05	...	"	.....	182	50	"	
"	..	Elson, Charles	"	.....	36	"	..	"	.....	23-12-'05	...	"	.....	273	75	"	
"	..	Fairbrass, Arthur	"	.....	28	"	..	"	.....	23-11-'05	...	"	.....	182	50	"	
"	..	Fairbrother, Wm.	"	.....	20	"	..	"	.....	12-1-'07	...	"	.....	182	50	"	
"	..	Flinn, Wm.	"	.....	34	"	..	"	.....	7-2-'05	...	"	.....	273	75	"	
"	..	Fryer, Fred	"	.....	27	"	..	"	.....	28-6-'05	...	"	.....	182	50	"	
"	..	Gilbert, Joseph	"	.....	25	"	..	"	.....	8-9-'03	...	"	.....	273	75	"	
"	..	Gyde, Wm. Arthur	"	.....	27	"	..	"	.....	23-6-'04	...	"	.....	219	00	"	
"	..	Hague, Arnold	"	.....	22	"	..	"	.....	11-8-'05	...	"	.....	182	50	"	
"	..	Hall, Frederick	"	.....	27	"	..	"	.....	25-11-'05	...	"	.....	182	50	"	
"	..	Harris, Samuel	"	.....	20	"	..	"	.....	12-1-'07	...	"	.....	182	50	"	
"	..	Hayes, John	"	.....	42	Ireland	..	"	.....	7-12-'05	...	"	.....	273	75	"	
"	..	Heward, Francis Peter	"	.....	37	England	..	"	.....	2-9-'04	...	"	.....	273	75	"	
"	..	Hicks, William	"	.....	20	"	..	"	.....	2-1-'07	...	"	.....	182	50	"	
"	..	House, Charles	"	.....	29	"	..	"	.....	3-6-'05	...	"	.....	182	50	"	
"	..	Hunston, Thomas	"	.....	21	"	..	"	.....	12-1-'07	...	"	.....	182	50	"	
"	..	Jackson, Fred. Wm.	"	.....	33	"	..	"	.....	2-8-'05	...	"	.....	182	50	"	
"	..	Jackson, William	"	.....	40	"	..	"	.....	5-12-'05	...	"	.....	273	75	"	
"	..	Jacobs, Sidney	"	.....	23	"	..	"	.....	18-8-'05	...	"	.....	182	50	"	
"	..	Jenkins, Frederick	"	.....	23	"	..	"	.....	6-11-'05	...	"	.....	182	50	"	
"	..	Jones, Herbert	"	.....	35	"	..	"	.....	20-11-'05	...	"	.....	182	50	"	
"	..	Johnston, Tom	"	.....	33	"	..	"	.....	6-12-'05	...	"	.....	182	50	"	
"	..	Kershaw, Harry	"	.....	25	"	..	"	.....	11-8-'05	...	"	.....	182	50	"	
"	..	Kerkland, Ernest	"	.....	20	"	..	"	.....	23-9-'05	...	"	.....	182	50	"	
"	..	Knowles, John	"	.....	20	"	..	"	.....	12-1-'07	...	"	.....	182	50	"	
"	..	Laxton, Harry	"	.....	26	"	..	"	.....	12-1-'07	...	"	.....	182	50	"	
"	..	Lee, Herbert	"	.....	22	"	..	"	.....	12-1-'07	...	"	.....	219	50	"	
"	..	Marr, Robert	"	.....	26	Scotland	..	"	.....	28-6-'05	...	"	.....	182	50	"	
"	..	Montgomery, Wm	"	.....	31	India	..	"	.....	19-8-'05	...	"	.....	219	00	"	
"	..	Morley, G. Edward	"	.....	28	England	..	"	.....	5-12-'04	...	"	.....	182	50	"	
"	..	Morris, Arthur	"	.....	20	"	..	"	.....	12-1-'07	...	"	.....	182	50	"	
"	..	McDonald, Peter	"	.....	21	"	..	"	.....	12-1-'07	...	"	.....	182	50	"	
"	..	McDonald, Wm	"	.....	20	"	..	"	.....	12-1-'07	...	"	.....	182	50	"	
"	..	McCleary, Robt	"	.....	23	Ireland	..	"	.....	20-9-'05	...	"	.....	182	50	"	
"	..	Nevin, Wm	"	.....	25	England	..	"	.....	12-1-'07	...	"	.....	219	00	"	
"	..	Pennie, Herbert	"	.....	20	"	..	"	.....	12-1-'07	...	"	.....	182	50	"	
"	..	Pett, Fred	"	.....	32	"	..	"	.....	17-5-'05	...	"	.....	182	50	"	
"	..	Richards, Phillip Andrew M	"	.....	25	"	..	"	.....	10-8-'05	...	"	.....	182	50	"	
"	..	Richie, Lawrence Rowan	"	.....	24	"	..	"	.....	1-8-'06	...	"	.....	182	50	"	
"	..	Richie, George	"	.....	30	"	..	"	.....	30-9-'05	...	"	.....	182	50	"	
"	..	Rushmere, Wm	"	.....	44	"	..	"	.....	24-1-'05	...	"	.....	273	75	"	
"	..	Sutton, Thos. Henry	"	.....	25	Ireland	..	"	.....	3-10-'15	...	"	.....	182	50	"	
"	..	Street, Samuel	"	.....	21	England	..	"	.....	12-1-'07	...	"	.....	182	50	"	
"	..	Sweeting, Charles	"	.....	25	"	..	"	.....	17-8-'01	...	"	.....	219	00	"	

Maritime Provinces Command- Military Districts Nos. 8, 9, and 12.—*Continued.*

ROYAL CANADIAN REGIMENT, HALIFAX, N.S.—*Continued.*

Military District.	Names (Surname first).	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment of Employment.	Yearly Remuneration for Services.	Remarks.
									$ cts.	
No. 9	Thompson, Wm. Leonard	Private	38	England.	Private, R.C.R.	19-5-'05		Private	273 75	Enlisted, R.C.R.
"	Turner, James	"	25	"	"	12-1-'07		"	219 00	"
"	Tyler, Horace	"	23	"	"	30-6-'04		"	182 50	"
"	Waters, Alfred	"	21	"	"	12-1-'07		"	182 50	"
"	Ward, Frank Wm	"	24	"	"	16-2-'03		"	182 50	"
"	Westwood, Joseph	"	24	"	"	5-5-'05		"	182 50	"
"	Williamson, James	"	22	Scotland.	"	29-12-'04		"	182 50	"
"	Winterburn, Edward	"	34	England.	"	11-7-'05		"	273 75	"
"	Armitage, John	Corporal	23	"	Corporal, R.C.R.		Lance-Corporal	Corporal	292 00	"
"	Akehurst, Jesse	Private	30	"	Private, R.C.R.	8-1-'07		Private	182 50	"
"	Ansell, Geoffrey	"	24	"	"	13-7-'04		"	182 50	"
"	Atkinson, Robert	"	20	"	"	12-1-'07		"	182 50	"
"	Atkinson, Arthur	"	20	"	"	12-1-'07		"	182 50	"
"	Bamber, George	"	22	"	"	12-1-'07		"	182 50	"
"	Barrett, Robert	"	21	"	"	12-1-'07		"	182 50	"
"	Beaumont, George	"	21	"	"	12-1-'07		"	182 50	"
"	Bennett, Thomas	Boy	18	"	Boy	12-1-'07		Boy	146 00	"
"	Blackhurst, Peter	Private	21	"	Private, R.C.R.	12-1-'07		Private	182 50	"
"	Burgin, James	"	27	"	"	26-4-'05		"	182 50	"
"	Cane, Tom	"	39	"	"	22-1-'07		"	182 50	"
"	Carroll, James	"	28	"	"	12-1-'07		"	219 00	"
"	Church, Arthur	"	27	"	"	12-1-'07		"	219 00	"
"	Cochrane, Thomas	"	23	"	"	5-9-'05		"	182 50	"
"	Connor, Thomas	"	23	"	"	12-1-'07		"	182 50	"
"	Cuddy, Thomas	"	20	"	"	12-1-'07		"	182 50	"
"	Davis, Walter Thomas	"	34	"	"	27-5-'05		"	182 50	"
"	Davison, Joseph	"	23	"	"	16-10-'05		"	182 50	"
"	Dean, Thomas	"	22	"	"	12-1-'07		"	219 00	"
"	Dunn, Joseph	"	22	"	"	12-1-'07		"	182 50	"
"	Earle, John	"	24	Barbadoes	"	24-8-'05		"	182 50	"
"	Ellis, Albert Edward	"	19	England.	"	12-1-'07		"	182 50	"
No. 9	Foley, Edward	Private	20	England.	Private, R.C.R.	31-5-'06		Private	182 50	"
"	Forse, Albert	Boy	17	"	Boy	12-1-'07		Boy	146 00	"
"	Gibbons, James	Private	28	"	Private, R.C.R.	29-12-'05		Private	182 50	"

"	Gilkes, Wm.	Boy	18	"	Boy	12-1-'07		Boy	146	00
"	Gray, George Ernest	Private	21	"	Private, R.C.R	9-8-'05		Private	182	50
"	Griffiths, Benjamin	"	33	"	"	9-9-'05		"	273	75
"	Griffiths, Joseph	"	22	"	"	12-1-'07		"	182	50
"	Hale, Thomas	"	20	"	"	3-2-'06		"	182	50
"	Halford, John C	"	30	Wales	"	29-12-'05		"	182	50
"	Hargraves, Ernest	"	26	England	"	12-1-'07		"	273	75
"	Healy, Robert	Lance-Corpl.	28	Ireland	Lance-Corporal, R.C.R		Corporal	Lance-Corporal	219	00
"	Hennessy, Boyan	Private	27	England	Private, R.C.R	4-4-'04		Private	273	75
"	Higson, Harry	"	26	"	"	12-1-'07		"	182	50
"	Hooper, Leonard	"	25	"	"	27-10-'04		"	182	50
"	Howley, Francis John	Lance-Corpl.	28	"	Lance-Corporal, R.C.R		Private	Lance-Corporal	219	00
"	Hurring, Alfred	Private	39	"	Private, R.C.R	8-11-'05		Private	273	75
"	Jones, Daniel	Sergeant	36	Wales	Sergeant, R.C.R		Corporal	Sergeant	273	75
"	Kelly, Denis	Private	26	England	Private, R.C.R	9-11-'05		Private	182	50
"	Lawrence, George	"	21	"	"	23-2-'06		"	182	50
"	Leach, Fredk	"	24	"	"	12-1-'07		"	182	50
"	LeBrun, George	"	22	"	"	12-1-'07		"	182	50
"	Masterson, Richard	"	26	Ireland	"	18-9-'06		"	182	50
"	Maxwell, Frank	"	19	England	"	12-1-'07		"	182	50
"	Mayes, George	"	21	"	"	12-1-'07		"	182	50
"	McKinley, John	"	33	"	"	5-1-'06		"	182	50
"	McIvor, Gilbert	Corporal	42	Scotland	Corporal, R.C.R	16-11-'05	Lance-Corporal	Corporal	292	00
"	Millward, Wm	Private	22	England	Private, R.C.R	12-1-'07		Private	182	50
"	Murphy, John	"	20	"	"	12-1-'07		"	182	50
"	Murphy, John	"	22	"	"	13-9-'05		"	182	50
"	O'Connell, Michael	Sergeant	42	Ireland	Sergeant, R.C.R		Corporal	Sergeant	383	25
"	Dale, George Wm	Private	28	England	Private, R.C.R	28-8-'05		Private	182	00
"	Nairn, Wm	"	24	Scotland	"	26-1-'07		"	182	00
"	O'Gorman, Chas. Joseph	Lance-Corpl.	21	Ireland	Lance-Corporal, R.C.R		Private	Lance-Corporal	219	00
"	O'Keefe, Edward	Private	25	"	Private, R.C.R	12-1-'07		Private	273	75
"	Parsons, Henry	"	43	England	"	17-2-'06		"	273	75
"	Pike, Walter Henry	Corporal	36	"	Corporal, R.C.R		Lance-Corporal	Corporal	219	00
"	Power, Thomas	Private	27	Ireland	Private, R.C.R	12-1-'07		Private	273	75
"	Prosser, Joseph	"	24	England	"	20-12-'06		"	182	50
"	Pushman, Wm	Boy	18	"	Boy	12-1-'07		Boy	146	00
"	Richardson, Arthur	Private	26	"	Private, R.C.R	24-4-'05		Private	219	00
"	Simpson, Thomas	"	24	"	"	12-1-'07		"	219	00
"	Smee, James	"	28	"	"	12-1-'07		"	219	00
"	Sole, John Henry	"	20	"	"	12-1-'07		"	182	50
"	Stevens, Richard	"	22	Scotland	"	13-7-'04		"	182	50
"	Taylor, Oswald	"	21	England	"	12-1-'07		"	182	50
"	Thompson, Daniel	"	21	"	"	27-9-'05		"	182	50
"	Tudor, John	"	24	"	"	14-8-'06		"	182	50
"	Turner, Edward	"	20	"	"	12-1-'07		"	182	50
"	Waddington, Frank	"	19	"	"	12-1-'07		"	182	50
"	Walsh, Francis	"	20	Ireland	"	12-1-'07		"	182	50
"	West, George	"	26	England	"	12-1-'07		"	182	50
"	Williams, Thomas	"	26	"	"	12-1-'07		"	273	75
"	Willis, Walter	Boy	18	Wales	Boy	12-1-'07		Boy	146	00

ROYAL CANADIAN REGIMENT, HALIFAX, N.S. *Continued.*

Military District.	Names (Surname first).	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration for Services.	Remarks.
									$ cts.	
No. 9.	Warswick, Walter	Corpl	32	England	Corpl., R.C.R		Lce.-Corpl	Corpl	292 00	Enlisted R.C.R
"	Worthington, Ernest	Sergt	27	"	Sgt., R.C.R		Corpl	Sergt	365 00	"
"	Ash, Ernest Albert	Boy	15	"	Boy	28-1-'07		Boy	146 00	"
"	Baker, Albert	"	17	"	"	3-7-'06		"	146 00	"
"	Brodribb, Wm	Private	32	"	Private, R.C.R.	7-12-'05		Private	273 75	"
"	Corduff, Michael	"	40	Ireland	"	2-10-'05		"	273 75	"
"	Dunn, John	Boy	18	England	Boy	5-6-'06		Boy	146 00	"
"	Kidd, Harry	"	16	"	"	6-3-'06		"	146 00	"
"	Makin, George	Private	21	"	Private, R.C.R.	17-3-'06		Private	182 50	"
"	Shields, James	"	21	Scotland	"	31-8-'04		"	182 50	"
"	Oak, Wm.	Boy	16	Wales	Boy	6-3-'06		Boy	146 00	"
"	Sykes, Harold	"	16	England	"	14-6-'05		"	146 00	"
"	Hunt, Richard	Provost Sgt.	34	"	Provost Sgt.		Sergt	Provost Sgt.	365 00	"
"	Campbell, Harry Davies	Sergt	27	"	Sgt., R.C.R		Corpl	Sergt	365 00	"
"	Nelson, Henry Randolph	"	36	Denmark	"		"	"	365 00	"
"	Denning, John	Corpl	37	England	Corpl., R.C.R		Lce.-Corpl.	Corpl	292 00	"
"	Giles, Arthur Arnold	"	33	"	"		"	"	292 00	"
"	Hopkins, Walter Samuel	"	35	"	"		"	"	292 00	"
"	Warburg, Alfred	"	33	Denmark	"		"	"	292 00	"
"	Marshall, Wm., Geo.	Lce.-Corpl	38	England	Lce. Corpl., R.C.R		Private	Lce.-Corpl.	273 75	"
"	Hewer, Thomas	"	40	"	"		"	"	273 75	"
"	Kemplin, Wm., Harry	"	41	Gibraltar	"		"	"	273 75	"
"	Burke, Nicholas	Private	38	Ireland	Private, R.C.R.	3-11-'05		Private	273 75	"
"	Clifford, Charles	"	38	England	"	28-10-'05		"	273 75	"
"	Cottle, John	"	39	"	"	7-11-'05		"	273 75	"
"	Cooper, Frank Charles	"	34	"	"	31-1-'05		"	273 75	"
"	Culley, Robert James	"	36	"	"	30-1-'06		"	273 75	"
"	Demsey, Peter	"	35	Ireland	"	4-4-'06		"	273 75	"
"	Hawkins, Benjamin	"	26	England	"	12-1-'07		"	273 75	"
"	Holt, Edmund	"	24	"	"	12-1-'07		"	273 75	"
"	Jones, Martin	"	26	Ireland	"	20-11-'05		"	273 75	"
"	Lovell, James	"	38	England	"	31-10-'05		"	273 75	"
"	McLarren, Frank George	"	38	"	"	14-11-'06		"	273 75	"
"	Pickwood, Alfred	"	41	Australia	"	30-9-'02		"	273 75	"

"	Sounders, Walters	"	35	England	"		13-9-'06		"		273 75	"
"	Stewart, Charles	"	41	"	"		27-12-'06		"		273 75	"
"	Threfall, George	"	38	"	"		24-10-'05		"		273 75	"
"	Baxter, Harry	"	24	"	"		12-1-'07		"		219 00	"
"	Clark, Leonard Chas	"	28	"	"		20-6-'04		"		219 00	"
"	Haughtan, Chas	"	20	Ireland	"		12-1-'07		"		182 50	"
"	Dixon, Harry	"	25	England	"		12-1-'07		"		182 50	"
"	Sparks, Fredk	"	24	"	"		12-1-'07		"		182 50	"
"	Webb, George	"	26	"	"		12-1-'07		"		182 50	"
"	Greenling, Wm., George	"	20	"	"		12-1-'07		"		182 50	"
"	Astley, James Henry	"	21	"	"		12-1-'07		"		182 50	"
"	Baker, Fredk., Daniel	"	22	"	"		12-1-'07		"		182 50	"
"	Brown, Robert Allen	"	24	Scotland	"		28-8-'05		"		182 50	"
"	Cheesley, Albert	"	23	England	"		1-4-'06		"		182 50	"
"	Dignan, Harry	"	22	"	"		12-1-'07		"		182 50	"
"	Hickman, Jonn	"	25	"	"		17-12-'06		"		182 50	"
"	Horne, Wm	"	25	"	"		23-7-'04		"		182 50	"
"	Hughes, James	"	22	"	"		12-1-'07		"		182 50	"
"	Moran, Fred'k	"	24	Ireland	"		25-4-'05		"		182 50	"
"	McHugh, Arthur	"	21	England	"		12-1-'07		"		182 50	"
"	Norman, James	"	21	"	"		12-1-'07		"		182 50	"
"	Johnston, Wm	"	21	"	"		12-1-'07		"		182 50	"
"	Woodcock, John	"	20	"	"		12-1-'07		"		182 50	"
"	Keeting, Edward	"	23	"	"		12-1-'07		"		182 50	"
"	Naylor, Ernest	"	19	"	"		13-1-'05		"		182 50	"
"	Price, Charles	"	21	"	"		23-3-'05		"		182 50	"
"	Shippam, Alfred Fred'k	"	24	"	"		26-6-'04		"		182 50	"
"	Stewart, Wm	"	29	"	"		14-7-'04		"		182 50	"
"	Trainor, John	"	27	"	"		22-5-'05		"		182 50	"

Military District No. 10, Winnipeg, Man.

ROYAL CANADIAN MOUNTED RIFLES.

No. 10	Mackie, Ernest Ford	Capt.	34	England	Capt., R.C.M.R.	5-1-'07	Lieut.	Captain	1,095 00	Appt. from Active Militia.	
"	Ketchen, Huntly, D.B.	Lieut	35	India	Lieut., R.C.M.R.	1-4-'03	"	Lieut.	912 50	"	
"	Bell, Arthur Henry	"	36	Ireland	"	30-6-'06	"	"	821 25	"	
"	Sparks, James Richard	R.S.M.	40	England	R.S.M., R.C.M.R.	14-8-'03	Sgt. Instr	R.S.M.	638 75	Enlisted, R.C.R.	
"	Harris, Fred'k Elwin	R.Q.M.S.	36	"	R.Q.M.S., R.C.M.R.	1-5-'98	Sergt	R.Q.M.S.	675 25	"	
"	Firmstone, Wm. Ernest	O.R.C.	25	"	Sgt., O.R.C.	1-5-'03	"	Sgt., O.R.C.	547 50	"	
"	Docherty, Malcolm	Sgt. Instr.	30	Scotland	Sgt. Instr.	2-5-'04	Sq. S.M.	Sgt. Instr.	492 50	"	
"	Square, Harold S.	Sq. S.M.	34	England	Sq. S.M.	2-5-'04	Sergt	Sq. S.M.	492 50	"	
"	Rush, Fred	S.S. Farrier	29	"	S.S. Farrier	4-11-'05	"	S.S. Farrier	712 50	"	
"	Jackson, George Russell	Sgt. Instr	24	"	Sgt. Instr.	1-4-'06	"	Sgt. Instr.	456 25	Enlisted, R.C.M.R.	
"	Ashton, Henry	S.Q.M.S.	45	"	S.Q.M.S.	6-6-'06	"	S.Q.M.S.	547 50	Enlisted, R.C.D.	
"	Black, Andrew	Sergt.	27	"	Sergt.	12-4-'06	Corpl.	Sergt	365 00	Enlisted, R.C.M.R.	
"	Head, Wilfrid, R.A.	"	31	"	Canteen Sgt.	6-6-'06	Sergt	"	401 50		

Military District No. 10, Winnipeg, Man. *Continued.*

ROYAL CANADIAN MOUNTED RIFLES *Continued.*

Military District.	Names (Surname first).	Rank.	Age.	County of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration for Services.	Remarks.
									$ cts.	
No. 10	Weedon, Richard	Sergt.	44	England	Sergt.	12-4-'06	Corpl.	Sergt.	401 50	Enlisted R. C. M. R.
"	Patterson, Robert	"	23	Ireland	"	12-4-'06	"	"	365 00	"
"	Scarfe, James T	Corpl.	30	England	Corpl.	1-12-'05	Lce. Corpl.	Corpl.	292 00	"
"	Dougall, Wm	Saddler, Corpl.	24	Ireland	Saddler, Corpl.	5-7-'06	Private	Saddler, Corpl	375 25	"
"	Badock, Robert E.	Corpl.	31	England	Corpl.	2-8-'06	Lce. Corpl	Corpl.	328 50	"
"	Devey, Conrad W.	"	23	"	"	2-8-'06	"	"	292 00	"
"	Milne, Alexander	"	26	Scotland	Corp. S.S.	16-12-'06	Private	Corpl. S.S	500 50	"
"	Steele, Thomas B.	"	27	England	Corpl.	15-1-'07	"	Corpl.	292 00	"
"	Collins, Gordon S	Lce. Corpl.	22	"	Lce. Corpl	12-4-'06	"	Lce. Corpl	219 00	"
"	Morgan, Leonard H.	"	23	"	"	14-11-'06	"	"	219 00	"
"	Apperley, Wm. Wynne	Private	27	"	Private.	8-7-'04		Private	182 50	"
"	Amps, Herbert Frank.	"	32	"	"	1-12-'06		"	273 75	"
"	Applegate, Stanley	"	21	"	"	19-1-'07		"	182 50	"
"	Briston, Richard John	"	22	"	"	29-3-'07		"	182 50	"
"	Brush, Somerset Norman	"	31	Ireland	"	26-4-'05		"	182 50	"
"	Black, Wm	"	21	England	"	29-8-'06		"	182 50	"
"	Belcher, Simeon	"	22	"	"	4-12-'06		"	182 50	"
"	Berg, Fred'k Lawrence	"	20	S. Africa	"	6-10-'06		"	182 50	"
"	Brand, Edward	"	19	England	"	31-10-'06		"	182 50	"
"	Code, Walter C	"	26	"	"	8-9-'08		"	182 50	"
"	Code, Herbert Stanley	"	19	"	"	6-10-'06		"	182 50	"
"	Clark, Edward Raphael	"	22	"	"	15-11-'05		"	182 50	"
"	Clarke, Harry C	"	20	"	"	31-10-'05		"	182 50	"
"	Forster, John Burton	"	22	Ireland	"	24-8-'04		"	182 50	"
"	Franklin, Wr. Christian	Private	24	England	Private	26-12-'06		Private	182 50	"
"	Glass, Cecil	"	28	"	"	15-10-'04		"	182 50	"
"	Goodall, Archd. Douglass	"	20	"	"	29-10-'06		"	182 50	"
"	Graham, Joseph	"	25	Wales	"			"	182 50	"
"	Gray, George	"	21	England	"	26-10-'06		"	182 50	"
"	Harris, Robert W	"	25	"	"	20-11-'05		"	182 50	"
"	Hankins, Alfred	"	20	"	"	30-10-'06		"	182 50	"
"	Helliwell, John Archib'd	"	19	"	"	10-12-'05		"	182 50	"
"	Hingley, John Allan	"	33	"	"	7-12-'04		"	255 50	"
"	Haynes, Thos. Clifford	"	23	"	"	9-1-'07		"	182 50	"

"	Johnson, Amos	"	19	U. States.	"	28-12-'06		"	182	50	"				
"	Kelly, Thomas	"	31	Ireland	"	7-11-'05		"	255	50	"				
"	Lannigan, Joseph	"	29	"	"	16-3-'06		"	182	50	"				
"	Lee, Harold Vincent	"	25	England	"	23-3-'05		"	182	50	"				
"	Locke, Joseph	"	25	"	"	24-10-'06		"	182	50	"				
"	Martin, Harold P.	"	27	"	"	27-11-'06		"	273	75	"				
"	Marsden, Garnet Wm. T.	"	21	Wales	"	4-7-'04		"	182	50	"				
"	Monckton, Claude Richd.	"	20	England	"	12-11-'06		"	182	50	"				
"	Murison, Thomas Baird	"	20	"	"	20-12-'06		"	182	50	"				
"	Morrison, Ernest Victor	"	24	Ireland	"	11-1-'07		"	182	50	"				
"	Price, Joseph	"	28	England	"	27-11-'06		"	182	50	"				
"	Russell, James Shaw	Tptr.	26	"	Tptr.	18-2-'05		Tptr.	182	50	"				
"	Ruston, Samuel	Private	33	"	Private	17-11-'05		Private	383	25	"				
"	Robinson, Christopher	"	25	"	"	12-2-'07		"	182	50	"				
"	Stanning, Stanley	"	25	"	"	9-10-'02		"	219	00	"				
"	Stone, Fredk.	"	21	"	"	16-6-'05		"	182	50	"				
"	Spencer, John	"	21	"	"	10-11-'05		"	182	50	"				
"	Simpson, Albert	"	20	"	"	28-11-'06		"	182	50	"				
"	Schooledge, Alfrad	"	29	"	"	19-12-'06		"	182	50	"				
"	Trickey, Howard	"	20	"	"	27-10-'05		"	182	50	"				
"	Turner, Stanley Marsh	"	24	"	"	29-12-'06		"	182	50	"				
"	Thorn, Sydney D.	"	31	"	"	12-2-'07		"	182	50	"				
"	White, Peter Stewart	"	27	Scotland	"	14-12-'05		"	182	50	"				
"	Whittaker, Robert	"	25	"	"	14-2-'06		"	219	00	"				
"	West, Edward	"	22	England	"	19-9-'06		"	182	50	"				
"	Wright, Harry Taylor	"	23	"	"	28-9-'06		"	182	50	"				
"	Williams, George	"	19	"	"	6-10-'06		"	182	50	"				
"	Warner, David	"	34	"	"	12-12-'06		"	273	75	"				
"	Wilson, Harry	"	29	"	"	13-12-'06		"	182	50	"				
"	Spring, Arthur	A. Sergt.	40	"	A. Sergt.		Private	A. Sergt	273	75	"				
"	Lewis, Charles Edward.	L. Q. M. S.	42	Wales	Q.M.S., M.S.C.	1-10-'05	Col. Sergt.	Q. M. Sergt	930	75	"				
"	Timmis, Henry H.	Sub. Condr	44	England	Sub. Condr., O.S.C.	1-7-'03	S. S. M.	Sub. Condr.	730	00	Enlisted	O. S. C.			
"	Williams, Amos	Staff Sergt.	49	"	S. Sergt., O.S.C.	8-12-'03	Sergt	Staff Sergt	547	50	"				
"	Wilson, Fred. Christop'r.	Corpl.	41	"	Corpl., O.S.C.	1-12-'06	Private	Corpl.	383	25	"				
"	Root, Edgar Willis	Messenger	27	"	Messenger	8-2-'06		Messenger	182	50					
"	Symons, Louis Harding McKinley	W. M.	40	"	W. Mr., P.A.M.C.	21-9-'04	Hospital Sergt.	Wardmaster	547	50	Enlisted	P. A. M. C.			
"	White, John	Private	32	Wales	Private, P.A.M.C.		Private	Private	310	25	"				
"	Brooks, Reginald John	A. Corpl.	22	Ireland	A. Corpl., P.A.M.C.	1-3-'07	"	A. Corpl.	219	00	"				
"	Kirkland, Francis Wm.	Private	22	England	Private, P.A.M.C.	4-11-'05	"	Private	219	00	"				
"	Blanchard, Wm.	Caretaker	28	"	Caretaker, Winnipeg Drill Hall	6-11-'06	Private	Caretaker	365	00	Civ.	Employee.			
"	Hobbs, Fred.	"	23	"	Caretaker, Winnipeg Rifle Range	20-2-'05	"	"	456	25	"				

Military District.	Names (Surname first).	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly remuneration for services.	Remarks.
									$ cts.	
No. 11.	Muspratt Williams, Reginald Lawford	Major	37	India	Major, R.C.G.A.	1-6-'06	Captain	Major	2,463 75	Belongs Impl. Army Temp. empld. 2 yrs.
"	Elliston, Peter	Captain	29	England	Captain	3-4-'01	Lieut	Capt.	1,642 50	"
"	Warder, Herbert	C.M.S.	28	"	C.M.S.	8-5-'06	Sergt.	C.S. Major	492 50	Enlisted R.C.G.A.
"	Purvis, Wm.	C.Q.M.S.	27	"	C.Q.M.S.	8-5-'06	"	C.Q.M.S.	569 00	"
"	Hickey, Charles P.	Sergt.	31	"	Sergeant	7-5-'06	Corpl.	Sergt.	568 00	"
"	O'Hara, Robt.	"	29	Ireland	"	7-5-'06	"	"	401 50	"
"	Collings, Hebert.	"	26	England	"	1-2-'07	"	"	401 50	"
"	Dobson, Herbert Henry	"	28	"	Sgt. Wheeler	19-5-'06	"	"	638 75	"
"	Provins, Harry Wilfrid.	Corpl.	20	Gibraltar	Corporal	6-2-'07	Bombr.	Corpl.	310 25	"
"	McBeth, Alexander	Bombr.	24	Scotland.	Bombr.	1-6-'06	Gunner	Bombr.	310 25	"
"	Cannon, Herbert B. J.	Corpl.	41	England	Corpl.-Smith	19-5-'06	"	Corpl.	529 00	"
"	Blair, Thomas	Bombr.	31	Scotland.	Bombr.	12-2-'07	"	Bombr.	328 50	"
"	Dixon, Joshua	"	23	Ireland	"	12-2-'07	"	"	328 50	"
"	Fletcher, Henry	"	22	England	"	12-2-'07	"	"	328 50	"
"	Leslie, David Bruce	"	20	Scotland.	"	7-5-'06	"	"	339 45	"
"	Devine, John	A. Bombr.	28	Ireland	A. Bombr.	25-5-'06	"	A. Bombr.	277 40	"
"	Needham, Alfred B.	"	30	Australia	"	12-2-'07	"	"	310 25	"
"	Steadman, George	"	25	England	"	12-2-'07	"	"	299 30	"
"	Stephens, Ronald H.	"	22	"	"	12-2-'07	"	"	237 25	"
"	Wall, Wm. George	"	27	"	"	12-2-'07	"	"	273 75	"
"	Bain, Duncan	Gunner	28	Scotland	Gunner	7-5-'06		Gunner	281 40	"
"	Brien, Patrick	"	29	Ireland	"	9-5-'06		"	281 40	"
"	Burns, John	"	22	England	"	20-6-'06		"	200 75	"
"	Bryan, James	"	26	Scotland.	"	7-5-'06		"	281 40	"
"	Byrne, John	"	31	Ireland	"	7-5-'06		"	273 75	"
"	Cato, Christopher	"	24	England	"	7-5-'06		"	310 25	"
"	Cooper, Walter Arthur	"	24	"	"	7-5-'06		"	292 00	"
"	Cromwell, Samuel	"	32	Ireland	"	19-9-'06		"	328 50	"
"	De Courcey, John Jos.	"	30	England	Gr. R.C.G.A.	7-5-'06		"	365 00	"
"	Dodds, Robert	"	21	Ireland	"	7-5-'06		"	273 75	"
"	Donohae, Thomas	"	23	"	"	7-5-'06		"	273 75	"
"	Doyle, Moses	"	32	"	"	7-5-'06		"	233 60	"
"	Dunne, John	"	21	"	"	7-5-'06		"	273 75	"
"	Elliott, John Keith	"	22	England	"	15-12-'06		"	200 75	"

"	Fallon, Morris	"	29	Ireland	"	7	5	'06				"		277	40	"			
"	Fox, Joseph	"	43	England	"	15	11	'06				"		328	50	"			
"	Gonge, Frederick Stoker	"	22	"	"	13	7	'06				"		200	75	"			
"	Greenwood, Harold	"	25	"	"	9	5	'06				"		328	50	"			
"	Hadfield, John	"	30	"	"	19	10	'06				"		237	25	"			
"	Hoad, Henry	"	26	Scotland	"	7	5	'06				"		328	50	"			
"	Hudson, Joseph	"	24	England	"	7	5	'06				"		273	75	"			
"	Ingle, Alfred	"	28	"	"	29	7	'05				"		292	00	"			
"	Leslie, John	"	28	Scotland	"	7	5	'06				"		328	50	"			
"	Luke, Anthony	"	21	England	"	1	7	'06				"		237	25	"			
"	Lynch, Thomas	"	42	Ireland	"	29	5	'06				"		292	00	"			
"	Malbon, Edward	"	25	England	"	7	5	'06				"		274	40	"			
"	Martin, Charles	"	25	"	"	24	11	'05				"		219	00	"			
"	Mortimer, Joseph Henry	"	31	"	"	7	5	'06				"		306	50	"			
"	Ratcliffe, Charles	"	25	"	"	7	5	'06				"		328	50	"			
"	Robinson, Robert	"	25	Ireland	"	7	5	'06				"		292	00	"			
"	Roche, Michael	"	33	"	"	15	7	'05				"		292	00	"			
"	Ryan, Thomas Walter	"	25	England	"	7	12	'05				"		200	75	"			
"	Sayer, John	"	26	"	"	11	6	'06				"		200	75	"			
"	Schofield, Thomas	"	26	"	"	9	5	'06				"		274	40	"			
"	Soilleux, Edward	"	37	"	"	21	9	'02				"		292	00	"			
"	Taylor, Henry	"	23	"	"	17	9	'06				"		237	25	"			
"	Terry, Leon De Loss	Gunner	27	U. States	Gunner, R.C.G.A.	22	9	'04				Gunner		237	25	Enlisted, R.C.G.A.			
"	Valleylay, John	"	23	England	"	14	4	'06				"		200	75	"			
"	Williams, James	"	23	"	"	22	11	'06				"		200	75	"			
"	Wood, George	"	24	"	"	7	5	'06				"		273	75	"			
"	Sisman, George	Co. S.M	31	"	Co. S.M	7	7	'06	Sergeant			Co. S.M		492	50	"			
"	Williamson, Alfred	Q.M.S.	34	"	Q.M.S.	1	7	'06	Q.M.S.			Q.M.S		839	50	Attached. Belongs Impl. Army.			
"	Hoope, Charles Wm. W.	"	30			1	7	'06	"			"		821	25	Attached. Belongs Impl. Army			
"	Mulcahey, Andrew	1st Class Mr. Gr.	44	Ireland	1st Class Mr. Gr	1	12	'99	Mr. Gr			1st Class Mr. Gr		930	75	Enlisted, R.C.G.A.			
"	Hughes, Henry T	Lieut	34	England	Lieut. R.C.E	1	7	'04	Cadet			Lieut		1,186	25	Appt. R.M.C			
"	Wright, Harold Lee	"	24	"	"	29	3	'06	2nd Lieut. R.E.			"		930	75	Temporarily employed. Belongs Imperial Army.			
"	Wright, Frederick	Q.M.S.	37	"	Q.M.S.	21	9	'06	S. Sergt			Q.M.S.		821	25	Enlisted, R.C.E.			
"	Mauton, Walter	"	36	"	"	21	9	'06	C.S.M.			"		821	25	"			
"	Edwards, Wm. John	Sergt	38	"	Sergeant	14	5	'06	Corporal			Sergeant		613	20	"			
"	Clements, George	"	35	"	"	14	5	'06	"			"		613	20	"			
"	Dawson, William	"	34	"	"	14	5	'06	"			"		613	20	"			
"	Jones, George	Corpl	30	Wales	Corporal	14	5	'06	Lance Corporal			Corporal		547	50	"			
"	Eastick, Joseph Thos.	"	28	England	"	14	5	'06	"			"		547	50	"			
"	Pool, Walter Halifax	2nd Corpl	27	"	2nd Corporal	14	5	'06	"			2nd Corporal		514	65	"			
"	Sullivan, Thomas	Lce. Corpl	27	Ireland	Lance Corporal	14	5	'06	Sapper			Lance Corporal		456	25	"			
"	Stooke, Alfred	"	30	England	"	14	5	'06	"			"		456	25	"			
"	Pegan, Charles	"	24	"	"	16	1	'07	"			"		401	50	"			
"	Nock, Thomas Henry	"	27	"	"	16	1	'07	"			"		474	50	"			
"	Surgess, Phillip	Sapper	23	Ireland	Sapper	14	5	'06				Sapper		405	15	"			

Military District No. 11, Victoria, B.C. —*Continued.*

Military District.	Names (Surname first).	Rank.	Age.	Country of Origin.	Nature of Appointment or Employment.	Date of Appointment.	Rank before Appointment or Employment.	Rank after Appointment or Employment.	Yearly Remuneration for Services.	Remarks.
									$ cts.	
No. 11	Dunkinson, Wm	Sapper	25	England	Sapper	14-5-'06		Sapper	277 40	Enlisted, R.C.R.
"	Dunn, Alfred James	"	27	Wales	"	14-5-'06		"	357 70	"
"	Grassby, Francis	"	32	England	"	14-5-'06		"	401 50	"
"	Gray, Thomas	"	32	"	"	14-5-'06		"	423 40	"
"	Haners, Arthur Robt	"	24	"	"	14-5-'06		"	416 10	"
"	Heather, George	"	24	"	Sapper, R.C.E	14-5-'06		"	390 55	"
"	Johnston, Robert	"	25	Scotland	"	14-5-'06		"	390 55	"
"	Knight, Oscar	"	25	England	"	14-5-'06		"	390 55	"
"	Maloney, James	"	25	Ireland	"	14-5-'06		"	401 50	"
"	McIntyre, Edward Victor	"	23	England	"	14-5-'06		"	390 55	"
"	Morrow, Alexander	"	26	"	"	14-5-'06		"	423 40	"
"	Stanecombe, Albert	"	23	"	"	14-5-'06		"	416 10	"
"	Williams, James	"	38	"	"	14-5-'06		"	423 40	"
"	Woodward, Charles N	"	26	"	"	14-5-'06		"	416 10	"
"	Mudens, Charles Herbert	Sergt	27	"	Sergt. C.P.A.S.C.	1-6-'06	Corporal	Sergeant	474 50	Enlisted, C.P.A.S.C.
"	Ira, Thomas	Private	21	Ireland	Private	1-9-'06		Private	200 75	"
"	Burse, James Charles	Corporal	22	Scotland	Corporal	4-1-'06	Lance Corporal	Corporal	365 00	"
"	Sutton, John Henry	Private	24	England	Private	27-10-'06		Private	219 00	"
"	Cook, Henry Orme	"	24	"	"	1-8-'06		"	219 00	"
"	Manning, Joseph M	"	24	Ireland	"	4-7-'06		"	219 00	"
"	Rowson, Walter Wm	Co. Q.M.S	26	England	Co. Q.M.S. C.A.P.C.	15-1-'07	Sergeant	Co C.M.S	565 75	Enlisted, C.A.P.C.
"	Robertson, Wm. Henry M.	Sergeant	45	"	Sergt. M.S.C.	20-8-'06	Private	Sergeant	803 00	Enlisted, M.S.C.
"	Ireland, Charles	Conductor	28	"	Condr. O.S.C.	1-12-'07	Sub-Condr.	Conductor	930 75	Enlisted, O.S.C.
"	Manuel, Stuart M.	Ar. Q.M.S	49	Scotland	Ar. Q.M.S	3-1-'06	Ar. S. Sergt	Ar. Q.M.S	894 25	"
"	Wilkinson, Arthur Henry	Sergeant	27	England	Sergeant	1-12-'06	Corporal	Sergeant	492 75	"
"	Austin, Harry Oscar	"	26	"	"	1-12-'06	"	"	456 25	"
"	Lampshire, Edwin	Private	24	"	Private	1-7-'06		Private	383 25	"
"	Marsh, Joseph Edward	"	23	"	"	1-7-'06		"	383 25	"
"	Miller, John Henry	"	25	"	"	1-7-'06		"	346 75	"
"	Wight, Thomas Baker	"	32	"	"	6-2-'07		"	182 50	"
"	Murray, John Henry	"	21	India	"	6-2-'07		"	182 50	"
"	Slow, Wm. Arthur	N. Watchman	44	England	Night Watchman	1-7-'06		Night Watchman	821 25	Civ. employee.
"	Wilkinson, Geo. Edward	"	31	"	"	1-7-'06		"	821 25	"
"	McArthur, James	Asst. Surveyor	58	Scotland	Asst. Surveyor	9-5-'06		Asst. Surveyor	1,080 00	"
"	Phillips, Wm. Thos	Div. Clerk and storekeeper.	35	England	Division Clerk	9-5-'06		Division Clerk and storekeeper.	1,095 00	"

"	Ira, Henry	B. Store Asst.	59	Ireland	Bk. Store Asst.	1-7-06		Bk. Store Asst.	901	55	"
"	Worden, Wm. John	Labourer	34	England	Labourer	1-7-06		Labourer	751	90	"
"	Caven, John	Caretaker	41	Scotland	Caretaker, Vict. D. H	1-8-01		Caretaker	730	00	"
"	Clarke, Robert	A. Caretaker	45	England	A. Caretaker Vict. D.H	1-12-97		Asst. Caretaker	600	00	"
"	Cuckon, Wm.	Caretaker	55	"	Caretaker	18-4-95		Caretaker	456	25	"
"	Mahoney, T. J	"	50	Ireland	Caretaker, New Westminster.	1-9-97		"	540	00	"
"	Sandy, Albert Charles	"	38	England	Caretaker, Vancouver	1-3-00		"	540	00	"
"	Davies, Wm.	A. Caretaker	66	"	Asst. Caretaker, Vancr	1-4-02		Asst. Caretaker	720	00	"

RETURN

(99)

To an Order of the House of Commons, dated the 29th January, 1908, for a copy of all correspondence, telegrams, or reports, respecting the refusal of the Lieutenant Governor of British Columbia to give his assent to a Bill passed by the Legislature of that province in 1907, respecting immigration and commonly referred to as the Natal Act.

R. W. SCOTT,
Secretary of State.

OTTAWA, April 23, 1907.

Lieutenant Governor of British Columbia,
Victoria, B.C.

Your premier Mr. McBride assured me that the Bill entitled, An Act to regulate Immigration into British Columbia would not receive assent, but would be reserved for consideration of government. Can I rely on this assurance ?

R. W. SCOTT.

VICTORIA, B.C., April 24, 1907.

Hon. R. W. SCOTT,
Ottawa.

Your telegram received, Bill referred to will not receive my assent.

JAS. DUNSMUIR,
Lt. Governor.

AT GOVERNMENT HOUSE,
VICTORIA, B.C., April 29, 1907.

The Honourable
The Secretary of State.

SIR,—I have the honour to inform you that I prorogued the Legislative Assembly of this Province on the 25th instant, at which time I assented to a number of Bills, duplicate copies of which I am forwarding to-day by registered mail.

I have thought it advisable to reserve for the pleasure of His Excellency the Governor General in Council, Bill No. 30, An Act to regulate Immigration into British Columbia.

My reasons for doing so, are, that this Bill appears to be but a modified form of

other Acts dealing with the same subject, which have already been disallowed by His Excellency, and should it become law, might seriously interfere with our international relations and Federal interests.

JAMES DUNSMUIR,
Lieutenant Governor.

OTTAWA, May 7, 1907.

His Honour
The Lieutenant Governor of British Columbia,
Victoria, British Columbia.

SIR,—I have the honour to acknowledge the receipt of your despatch of the 29th ultimo, acquainting the Secretary of State that you have deemed it advisable to reserve for the pleasure of His Excellency the Governor General, Bill No. 30 of your Legislature intituled 'An Act to regulate Immigration into British Columbia,' and giving your reasons for this course. Your despatch has been submitted to His Excellency the Governor General in Council.

I have to add that the duplicate copies of the Bills referred to in your despatch as having been assented to by your Honour on the 26th ultimo have been duly received.

J. POPE,
Under-Secretary of State.

VICTORIA, B.C., January 27, 1908.

SECRETARY OF STATE,
Ottawa, Ont.

Local House requests that I lay before them correspondence with you reserving assent to Bill number thirty of last session, shall I accede to their request?

JAMES DUNSMUIR,
Lt. Governor.

OTTAWA, January 27, 1908.

His Honour,
JAMES DUNSMUIR,
Victoria, B.C.

Yes. My telegram and your answer in reference to Exclusion Bill thirty of last session, together with your letter when forwarding Bills to Ottawa may be laid before Provincial House.

R. W. SCOTT.

RETURN

(112)

To an Order of the House of Commons, showing what pedigreed cattle the Central Experimental Farm, Ottawa, sold during the years 1906 and 1907, the number in each year, the different breeds, name of purchaser, his place of residence, price paid and breed.

R. W. SCOTT,
Secretary of State.

Pure-bred Registered Cattle sold off Central Experimental Farm in 1906.

No.	Description.	Purchaser and residence.	Price.
	For breeding purposes—		
1	Shorthorn bull	J. Hartley, Magog, Que	50 00
1	Ayrshire bull calf	Geo. A. Easton, Whitney, Ont	25 00
1	Guernsey " "	Geo. Ransom, Scotsburn, N. S., (for Scotsburn Agricultural Society	40 00
1	Guernsey bull	W. H. McNish, Lyn, Ont	50 00
	For slaughtering purposes—		
1	Shorthorn cow	A. Dynes, Hintonburg, Ont	72 00

5 head sold during year 1906.

Pure-bred Registered Cattle sold off Central Experimental Farm in 1907.

No.	Description.	Purchaser and residence.	Price.
	For breeding purposes—		
2	Guernsey bull calves	Sam Mackay, Stellarton, N.S	90 00
1	Ayrshire bull	Peres du St. Esprit, Ironsides, Que.	50 00
1	Shorthorn bull calf	Johnny Bergeron, Orleans, Que	30 00
1	" "	Chas. C. Castle, Winnipeg, Man	100 00
1	Canadian "	E. Carter, Knowlton, Que	50 00
1	" yearling heifer	" "	75 00
2	" heifer calves	" "	100 00
1	" " calf	" "	25 00
1	Guernsey bull calf	D. G. Mackay, Heathbell, N.S	35 00
1	" "	B. H. Lee, Berwick, N.S	40 00
1	" "	Dartmouth Agricultural Society, Dartmouth, N.S	84 10
1	Shorthorn bull	W. A. McAllister, Quyon, Que	75 00
1	" bull calf	A. Cooper, Treesbank, Man	40 00
1	Ayrshire "	John D. McInnes, Glen Payne, Ont	40 00
	For slaughtering purposes—		
1	Ayrshire bull	A. Dynes, Hintonburg, Ont	47 31
1	Shorthorn bull	W. Major, Hintonburg, Ont	107 59

18 head sold during year 1907.

CORRESPONDENCE

(144)

Respecting proposed negotiations for a commercial arrangement between Canada and France.

FOREIGN OFFICE, July 4, 1907.

The Honourable R. LISTER, C.V.C., &c., &c., &c.

SIR,—In my telegram No. 10 commercial of the 23rd of May I informed Sir F. Bertie that Sir W. Laurier desired to open negotiations for new commercial conventions with the French government, and I requested that His Excellency would endeavour to assist him in the attainment of his object.

You are doubtless cognizant of the Marquess of Ripon's despatch of June 28, 1895, to the governors of the principal British colonies in which it was laid down that commercial negotiations of this nature between His Majesty and the Sovereign of the foreign state should be conducted by His Majesty's representative at the court of the foreign power. A copy of this despatch is enclosed herewith.

I do not however think it necessary to adhere in the present case to the strict letter of this regulation, the object of which was to secure that negotiations should not be entered into and carried through by a colony unknown to and independently of His Majesty's government.

The selection of the negotiator is principally a matter of convenience and, in the present circumstances, it will obviously be more practical that the negotiations should be left to Sir W. Laurier and to the Canadian Minister of Finance or the Canadian ministers, who will doubtless keep you informed of their progress.

If the negotiations are brought to a conclusion at Paris, you should sign the agreement jointly with the Canadian negotiator, who would be given full powers for the purpose.

GREY.

COLONIAL OFFICE TO THE GOVERNOR GENERAL.

DOWNING STREET.
June 8, 1892.

The GOVERNOR GENERAL, &c., &c., &c.

MY LORD,—I have the honour to transmit to you for your information and for that of your government, with reference to your despatch No. 135 of the 23rd of April, the correspondence noted below respecting the proposed negotiation for a commercial arrangement between Canada and France.

R. H. MEADE,
For the Secretary of State.

DOWNING STREET.
May 14, 1892.

THE UNDER SECRETARY OF STATE,
Foreign Office.

SIR,—I am directed by Lord Knutsford to transmit to you to be laid before the Marquis of Salisbury a copy of a despatch and its enclosures from the Governor Gen-

eral of Canada urging that the High Commissioner for Canada should be empowered with Her Majesty's Ambassador at Paris to negotiate a commercial arrangement between Canada and France.

I am to request to be informed of the answer which Lord Salisbury would wish to be returned to this despatch.

EDWARD WINGFIELD.

VICTORIA CHAMBERS,
17 VICTORIA STREET.
12 May, 1892.

THE UNDER SECRETARY OF STATE,
Colonial Office.

SIR,—I have the honour to refer the Secretary of State to the report of a Committee of the Privy Council of Canada, approved by His Excellency the Governor General on the 16th ultimo, with regard to trade between the Dominion and France.

It is recommended in the minute in question that His Excellency the Governor General should cause a despatch to be sent to the Secretary of State setting forth the facts in connection with the existing commercial arrangements between the two countries, and requesting *that I might be appointed a joint plenipotentiary* with His Majesty's Ambassador at Paris, with a view to discussing the matter fully with the French government in order, if possible, to arrange for an extension of the minimum tariff of France to imports from the Dominion, having regard to the circumstances mentioned in the order in council.

I beg, therefore, to suggest that the Secretary of State will be so good as to move the Foreign Office to request the Marquis of Dufferin and Ava to take advantage of a favourable opportunity of enquiring of the French government whether they would be prepared to enter upon negotiations for the purpose I have mentioned, and the time that would be most convenient to them.

If the reply is favourable I shall arrange to proceed to Paris as soon as the necessary formalities have been completed.

CHARLES TUPPER.

VICTORIA CHAMBERS,
VICTORIA STREET,
LONDON, SW.,
June 1, 1892.

THE UNDER SECRETARY OF STATE,
Colonial Office.

SIR,—I have the honour to acknowledge the receipt of Mr. Wingfield's letter of the 31st ultimo, with reference to the proposed negotiations for a commercial arrangement between Canada and France. I have much pleasure in concurring in the suggestion that Sir Joseph Crowe should be associated with the Marquis of Dufferin and myself in the matter.

CHARLES TUPPER.

PARIS, May 24, 1892.

RIGHT HON. THE MARQUIS OF SALISBURY.

MY LORD,—In acknowledging the receipt of Your Lordship's despatch No. 110 commercial of the 19th of May, respecting the proposition of the government of Canada, that the High Commissioner should be empowered with myself to negotiate a commercial arrangement between Canada and France, and asking my opinion on the matter, I have the honour to state that I see no reason why a communication embody-

ing the wishes of the Canadian government should not be submitted to the French Minister for Foreign Affairs, with a fair expectation that the latter would be willing to enter upon an examination of the Canadian proposals. Though I am quite willing myself to assist the High Commissioner in the discharge of his tasks, so far as may be in my power, I would venture to suggest that Sir Joseph Crowe should also take part in the negotiations as he has done on previous occasion.

DUFFERIN AND AVA.

DOWNING STREET.
May 21, 1892.

THE HIGH COMMISSIONER FOR CANADA.

SIR,—In reply to your letter of the 12th instant respecting a trade arrangement between Canada and France, I am directed by Lord Knutsford to acquaint you that he had already caused a copy of the Dominion order in council referred to in your letter to be communicated to the Foreign Office, and that a copy of your letter will also be sent to that department.

I am to add that you will be informed as soon as a reply has been received from the Foreign Office.

J. BRAMSTON.

FOREIGN OFFICE,
May 30, 1892.

THE UNDER SECRETARY OF STATE,
Colonial Office.

SIR,—With reference to your letter of the 21st inst., respecting the proposed negotiations on the subject of trade between Canada and France, I am directed by the Marquis of Salisbury to transmit to you to be laid before Lord Knutsford a copy of a despatch from His Majesty's Ambassador at Paris suggesting that Sir Joseph Crowe should take part in these negotiations. Lord Salisbury would be glad to learn Lord Knutsford's opinion on this suggestion.

I am to add that Sir J. Crowe has followed with the greatest attention all the successive phases of the commercial policy of France.

JAMES W. LOWTHER.

DOWNING STREET,
May 31, 1892

THE HIGH COMMISSIONER FOR CANADA.

SIR,—With reference to the letter from this department of the 21st inst., I am directed by Lord Knutsford to transmit for your consideration a copy of a letter from the Foreign Office enclosing a copy of a despatch from His Majesty's Ambassador at Paris, suggesting that Sir J. Crowe should be associated with himself and you in the proposed negotiations for a commercial arrangement between Canada and France.

Lord Knutsford would be glad to be favoured with your views on this subject.

EDWARD WINGFIELD.

ROYAL COMMISSION

QUEBEC BRIDGE INQUIRY

REPORT

ALSO

REPORT ON DESIGN OF QUEBEC BRIDGE

BY

C. C. SCHNEIDER

PRINTED BY ORDER OF PARLIAMENT

OTTAWA
PRINTED BY S. E. DAWSON, PRINTER TO THE KING'S MOST EXCELLENT MAJESTY
1908

[No. 154—Vol. I—1908]

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COPY OF COMMISSION.

CANADA.

GREY.

[L.S.]

EDWARD THE SEVENTH, *by the Grace of God, of the United Kingdom of Great Britain and Ireland, and of the British Dominions beyond the Seas, King, Defender of the Faith, Emperor of India.*

To all to whom these presents shall come or whom the same may in anywise concern,

GREETING:

Whereas, in and by an order of Our Governor General in Council, bearing date the thirty-first day of August, in the year of Our Lord one thousand nine hundred and seven, provision has been made for an investigation by Our Commissioners therein and hereinafter named into the cause of the collapse of the Quebec Bridge, in the course of construction over the St. Lawrence River, near the City of Quebec, in the Province of Quebec, on the 29th August, 1907, and into all matters incidental thereto.

Now know ye, that by and with the advice of Our Privy Council for Canada, We do by these presents nominate, constitute and appoint Henry Holgate, of the City of Montreal, in the Province of Quebec, Civil Engineer, John G. G. Kerry, of Campbellford, in the Province of Ontario, Civil Engineer, and John Galbraith, of the City of Toronto, in the Province of Ontario, Dean of the Faculty of Applied Science and Engineering and Professor of Engineering in the University of Toronto, to be Our Commissioners to conduct such inquiry.

To have, hold, exercise and enjoy the said office, place and trust unto the said Henry Holgate, John G. G. Kerry and John Galbraith, together with the rights, powers, privileges and emoluments unto the said office, place and trust, of right and by law appertaining, during pleasure.

And we do hereby, under the authority of the Enquiries Act, Chapter 104, of the Revised Statutes, 1906, confer upon Our said Commissioners the power of summoning before them any witnesses, and of requiring them to give evidence on oath, or on solemn affirmation, if they are persons entitled to affirm in civil matters, and orally or in writing, and to produce such documents and things as Our said Commissioners shall deem requisite to the full investigation of the matters into which they are hereby appointed to examine.

And We do hereby require and direct Our said Commissioners to report to Our Governor General in Council the result of their investigation, together with the evidence taken before them, and any opinion they may see fit to express thereon.

In testimony whereof, We have caused these Our letters to be made patent, and the Great Seal of Canada to be hereunto affixed. Witness, Our Right Trusty and Right Well-beloved Cousin the Right Honourable Sir Albert Henry George, Earl Grey, Viscount Howick, Baron Grey of Howick, in the County of Northumberland, in the Peerage of the United Kingdom, and a Baronet; Knight Grand Cross of Our Most Distinguished Order of Saint Michael and Saint George, &c., &c., Governor General and Commander in Chief of Our Dominion of Canada.

At Our Government House, in Our City of Ottawa, this thirty-first day of August, in the year of Our Lord One thousand nine hundred and seven, and in the Seventh year of Our Reign.

By Command.

F. COLSON,
Acting Under-Secretary of State.

EXTRACT *from a Report of the Committee of the Privy Council, approved by the Governor General on the 31st August, 1907.*

On a memorandum, dated 30th August, 1907, from the Acting Minister of Railways and Canals, representing that under date the 30th August, 1907, the Deputy Minister and Chief Engineer of the Department of Railways and Canals advises that the Quebec Bridge, so-called, in course of construction over the St. Lawrence River near the City of Quebec, by the Quebec Bridge and Railway Company, collapsed on the 29th August, 1907, causing loss of life and property.

That he states that it is his opinion that a commission should issue to three competent engineers empowering them to make an investigation, under oath, into the cause of the collapse of such bridge, and into all matters incidental thereto, and that this action should be taken immediately in view of the grave situation and the circumstances of the case. He further suggests the names of Mr. Henry Holgate, Civil Engineer, of Montreal, Mr. J. G. G. Kerry, Civil Engineer, of Campbellford, Ont., and Professor John Galbraith, of the University of Toronto, as Commissioners for this purpose, and advises that the remuneration paid to each Commissioner be at the rate of Fifty Dollars a day and all expenses in connection therewith.

The Minister, concurring in the view taken by the Deputy Minister and Chief Engineer, recommends that authority be given, in pursuance of the Act of the Revised Statutes of Canada, 1906, Chapter 104, Part 2, "An Act respecting public and departmental inquiries," to appoint Messrs. Holgate, Kerry and Galbraith as Commissioners to investigate and report upon the said matter, such investigation and report—but without thereby limiting the scope of the inquiry—to embrace and especially deal with the several questions suggested by the Chief Engineer.

The Minister further recommends that the salary to be paid to each of the said Commissioners be at the rate of Fifty Dollars ($50.00) a day for the days of actual service in connection with this inquiry, together with all reasonable living and travelling expenses defrayed in connection therewith.

The Committee submit the same for approval.

F. K. BENNETTS,

Ass't Clerk of the Privy Council.

REPORT TO HIS EXCELLENCY THE GOVERNOR GENERAL IN COUNCIL.

MAY IT PLEASE YOUR EXCELLENCY:

The Royal Commission appointed by commission dated the thirty-first day of August, A.D. 1907, to inquire into the cause of the collapse of the Quebec bridge, begs to present its report as follows:—

The members of the commission were appointed on August 30, 1907, the day following the accident, two of them proceeding to Quebec the same day, the third member arriving there on September 4. The formal commission was received on September 9. The taking of evidence at Quebec was commenced on the afternoon of September 9, and continued until September 24. On September 25 the commission went to Ottawa, and took evidence on September 26 and September 27. An adjournment was taken for the week ending October 5. On October 7 the commission reassembled in Quebec, and engaged in further examination of the wrecked structure and in study of the plans and documents. On October 14 the commission met in New York, and commenced the first examination of Mr. Theodore Cooper, consulting engineer of the Quebec Bridge Company, which continued until October 22. From October 23 until November 22 the commission was engaged in the taking of evidence and the collection of information in Phœnixville and Philadelphia. During this period two members of the commission visited the works of the Central Iron and Steel Company at Harrisburg, Pa., and other steel and bridge works which had no direct connection with the manufacture of the Quebec bridge were inspected. A second visit was paid to Quebec from November 28 to December 3, and on December 3 one member of the commission visited New York to further examine Mr. Cooper, returning December 6. On January 14 two members of the commission went to Phœnixville in order to make certain tests, returning on January 23. Since November 23, with the exceptions above mentioned, the time of the commissioners has been spent in Montreal in examination and discussion of evidence and in preparing this report.

We understand that the commission instructs us to determine to the best of our ability the cause of the collapse of the Quebec bridge, and to thoroughly investigate any matters appertaining thereto which might enable us to explain that cause. We do not think that either the general design of the Quebec bridge, the methods of financing the enterprise, the payments of money that have been made to or by the company or in its interest, or the obligations that the company has undertaken under various contracts and agreements have direct connection with the fall of the bridge. In the course of our investigations we have secured a large amount of general information on these and other matters not directly pertinent to the object of the inquiry, some of which have been introduced into this report so that the history of the undertaking might be more readily followed. We have not considered the scope of our inquiry limited concerning any matters which, in our judgment, related to the collapse of the bridge.

Some of our various inquiries have yielded negative results, but these are dealt with at some length in the report to make it clear that the subjects of these inquiries have not been overlooked.

In carrying out our instructions we have made the following investigations:—

(*a*) A study of the history of the Quebec Bridge and Railway Company, the evidence at our disposal being copies of the various public acts concerning it, the minutes of the directors' meetings, the reports of its officials, its annual reports, its correspondence and copies of the agreements and contracts that it has made.

(*b*) A perusal of the entire correspondence on file in the offices of the Quebec Bridge and Railway Company, the Phœnix Bridge Company and Mr. Theodore Cooper.

(*c*) A study of the working organizations of the Quebec Bridge and Railway Company, the Phœnix Bridge Company and the Phœnix Iron Company. This involved the hearing of a number of witnesses under oath, and the examination of the various documents produced by these witnesses on direction of the commission and filed as exhibits.

(*d*) A personal inspection of the furnaces and rolling mills by which most of the metal that was used in the bridge was produced. The testing equipment at each of the works was examined, and the file of the records of tests made by the inspectors during production was gone over.

(*e*) A study of the methods used in the fabrication, transportation and erection of the bridge. This consisted of inspection of the shops of the Phœnix Iron Company, in which all the metal was fabricated, and an examination of the plans, records, correspondence and photographs on file in the office of the Phœnix Bridge Company. The fabricated material for the north half of the bridge was also inspected, and check measurements were taken to determine certain questions of workmanship.

(*f*) A study of the errors in workmanship detected by the several inspectors during the progress of the work, the evidence available being the record books kept by the shop inspectors for the Phœnix Bridge Company and for the Quebec Bridge and Railway Company, the 'field corrections' sent by the Phœnix Bridge Company's resident engineer to the erection department of that company, and the weekly reports made by the inspector of erection for the Quebec Bridge and Railway Company to the consulting engineer.

(*g*) An inquiry into the history of the erection of the bridge. This inquiry was made by obtaining direct evidence from witnesses under oath and by tracing out through records and correspondence the details of all the major difficulties that had occurred in the course of construction.

(*h*) An endeavour to obtain from eye-witnesses of the disaster all details concerning it. Some twenty-five witnesses were examined for this purpose.

(*i*) An examination of the meteorological records for the day of the accident and for some time previous. The records of the Observatory at Quebec and those kept by the Phœnix Bridge Company's staff were available for this purpose.

(*j*) A personal examination of the fallen structures made at different times and occupying several days, together with such surveys, check measurements and photographs as were considered necessary.

(*k*) A study of the methods adopted in the design of the bridge. This study required an inspection of the drafting office of the Phœnix Bridge Company and an examination of the mass of preliminary and final designs on file there. The sworn statements of all the senior engineers formed an important part of the inquiry.

(*l*) A checking of the stress sheets prepared in the offices of the Phœnix Bridge Company, by comparison with the results obtained by Mr. C. C. Schneider, consulting engineer, who was employed subsequent to the disaster by the Department of Railways and Canals to report to it upon the design of the bridge.

(*m*) A comparison of the organization and specifications used for the Quebec bridge with those used for existing great cantilever bridges on this continent.

(*n*) A replotting of the records of tests made on full-sized compression members, and a comparison of the design for the principal compression chords of the Quebec bridge with similar designs for other great cantilevers. In this connection special tests were made both by the Phœnix Bridge Company and by the commission, the details of which are given.

(*o*) A study of the theory of compression members; standard books, transactions of technical societies and professional journals being consulted. The purpose of this

part of the inquiry was to determine how thoroughly the designers of the bridge availed themselves of the professional knowledge at their disposal.

Your commissioners desire to acknowledge the hearty co-operation throughout the inquiry of all officials of the companies directly concerned. Messrs. Cooper, Szlapka, Deans and Hoare especially have, in our judgment, made every effort in their power to assist us to establish the facts and have not attempted to spare themselves.

Some clearly contradictory statements are to be found in the evidence given in the early days of the inquiry by certain witnesses on whom the burden of the disaster fell. These statements may be attributed to the nervous tension under which the witnesses were labouring at the time.

Your commissioners find:

(*a*) The collapse of the Quebec bridge resulted from the failure of the lower chords in the anchor arm near the main pier. The failure of these chords was due to their defective design.

(*b*) The stresses that caused the failure were not due to abnormal weather conditions or accident, but were such as might be expected in the regular course of erection.

(*c*) The design of the chords that failed was made by Mr. P. L. Szlapka, the designing engineer of the Phœnix Bridge Company.

(*d*) This design was examined and officially approved by Mr. Theodore Cooper, consulting engineer of the Quebec Bridge and Railway Company.

(*e*) The failure cannot be attributed directly to any cause other than errors in judgment on the part of these two engineers.

(*f*) These errors of judgment cannot be attributed either to lack of common professional knowledge, to neglect of duty, or to a desire to economize. The ability of the two engineers was tried in one of the most difficult professional problems of the day and proved to be insufficient for the task.

(*g*) We do not consider that the specifications for the work were satisfactory or sufficient, the unit stresses in particular being higher than any established by past practice. The specifications were accepted without protest by all interested.

(*h*) A grave error was made in assuming the dead load for the calculations at too low a value and not afterwards revising this assumption. This error was of sufficient magnitude to have required the condemnation of the bridge, even if the details of the lower chords had been of sufficient strength, because, if the bridge had been completed as designed, the actual stresses would have been considerably greater than those permitted by the specifications. This erroneous assumption was made by Mr. Szlapka and accepted by Mr. Cooper, and tended to hasten the disaster.

(*i*) We do not believe that the fall of the bridge could have been prevented by any action that might have been taken after August 27, 1907. Any effort to brace or take down the structure would have been impracticable owing to the manifest risk of human life involved.

(*j*) The loss of life on August 29, 1907, might have been prevented by the exercise of better judgment on the part of those in responsible charge of the work for the Quebec Bridge and Railway Company and for the Phœnix Bridge Company.

(*k*) The failure on the part of the Quebec Bridge and Railway Company to appoint an experienced bridge engineer to the position of chief engineer was a mistake. This resulted in a loose and inefficient supervision of all parts of the work on the part of the Quebec Bridge and Railway Company.

(*l*) The work done by the Phœnix Bridge Company in making the detail drawings and in planning and carrying out the erection, and by the Phœnix Iron Company in fabricating the material was good, and the steel used was of good quality. The serious defects were fundamental errors in design.

(*m*) No one connected with the general designing fully appreciated the magnitude of the work nor the insufficiency of the data upon which they were depending.

The special experimental studies and investigations that were required to confirm the judgment of the designers were not made.

(*n*) The professional knowledge of the present day concerning the action of steel columns under load is not sufficient to enable engineers to economically design such structures as the Quebec bridge. A bridge of the adopted span that will unquestionably be safe can be built, but in the present state of professional knowledge a considerably larger amount of metal would have to be used than might be required if our knowledge were more exact.

(*o*) The professional record of Mr. Cooper was such that his selection for the authoritative position that he occupied was warranted, and the complete confidence that was placed in his judgment by the officials of the Dominion government, the Quebec Bridge and Railway Company and the Phœnix Bridge Company was deserved.

Owing to the necessity of having the evidence taken in the United States sworn to before a British consul, written questions were submitted to each witness examined in the United States, and written answers were returned after an interval of some days.

The commission is greatly indebted to the following gentlemen who have most courteously furnished information: Mr. Charles Macdonald, formerly chief engineer of the Union Bridge Company, contractors for the superstructure of the Memphis cantilever bridge; Mr. H. W. Hodge, of Messrs. Boller & Hodge, engineers of the Monongahela cantilever bridge; Mr. Ralph Modjeski, of Messrs. Noble & Modjeski, engineers of the Thebes cantilever bridge; Messrs. Ingersoll & Seaman, of the Department of Bridges of the City of New York, and Messrs. Reynders & Kunz, of the Pennsylvania Steel Company, respectively, engineers and contractors for the superstructure of the Blackwell's Island cantilever bridge.

We are also indebted for professional advice and assistance to Professor Mansfield Merriman, Professor W. C. Kernot, Professor W. H. Burr, Professor Edgar Marburg, Professor H. M. MacKay, Professor G. F. Swain, and Messrs. W. R. Webster, T. K. Thomson and E. W. Stern, consulting engineers.

The technical investigations have been by far the most arduous and difficult part of our inquiry, and it is questionable whether they could have been brought to any conclusion without the assistance that these men of expert training and experience have so freely given.

We have set forth the facts which have convinced us of the soundness of our findings in the accompanying appendices, each of which is an independent discussion dealing at length with some one phase of our inquiry. The subjects of these appendices are as follows:—

1. The evidence given before the commission of inquiry;
2. The exhibits filed with the commission of inquiry;
3. The history of the Quebec Bridge and Railway Company up to the end of the month of August, 1903;
4. The Phœnix Bridge Company;
5. The effect of financial limitations upon the design of the bridge and a discussion of the evidence relating to this;
6. The history of the development of the specifications and a discussion of the evidence relating to it;
7. A description of the organizations and staffs maintained by the different corporations interested in the erection of the bridge;
8. A history of the development of the plans and of the methods followed in the designing offices;
9. Material, shop work and inspection;
10. Transportation and erection;
11. A discussion of the difficulties that arose during erection and of the events at the time of the collapse of the structure;

12. A description of the fallen structure;

13. An examination of the various full-sized column tests that have been made in America, accompanied by diagrams showing the results of these tests;

14. A comparison of the stresses in the several members of the main trusses computed from the bridge as finally designed, with the stresses authorized by the specifications. This comparison was made by Mr. C. C. Schneider, consulting engineer, and is embodied in his report to the Department of Railways and Canals.

15. A description of the various experimental researches that have been made in connection with the building of the Quebec bridge and during this inquiry;

16. A discussion of the theory of built-up compression members;

17. A comparison of the design for certain chords of the Quebec bridge with those for similar members of other great cantilever bridges illustrated with outline drawings of the bridges and copies of the shop drawings of the chords;

18. A critical discussion of certain parts of the specifications;

19. Miscellaneous information.

All which is respectfully submitted.

HENRY HOLGATE,
Chairman.
J. G. G. KERRY.
J. GALBRAITH.

MONTREAL, February 20, 1908.

(NOTE.—Appendices Nos. 1 and 2 will be found in another volume.)

APPENDIX No. 3.

THE HISTORY OF THE QUEBEC BRIDGE AND RAILWAY CO. UP TO THE MONTH OF AUGUST, 1903.

The bridging of the St. Lawrence river at or near the city of Quebec has been a subject of consideration for many years.

In 1852 Mr. Edward William Serrell, the engineer of the Lewiston and Queenston suspension bridge, at the request of the City Council of Quebec, examined the locality, and in a very complete report recommended a site for a bridge which is practically the same as that finally selected by the Quebec Bridge Company. At this site it was proposed to erect a suspension bridge for both railway and highway traffic.

From time to time other engineers investigated this project, and in 1884 Mr. A. L. Light, who had recently completed the construction of the Quebec, Montreal, Ottawa and Occidental Railway, submitted a plan to the Quebec Board of Trade, which was endorsed by Mr. James Brunlees, M. Inst. C.E.

None of these schemes, however, were seriously considered, there being no good commercial reason at that time to warrant the carrying out of so great a project.

HISTORY OF LEGISLATION.

A company to be known as the Quebec Bridge Company was incorporated in 1887—50-51 Vic. chap. 98—with a capital of one million dollars and with power to issue bonds; the provisional directors being Hon. J. G. Ross, Lt.-Col. Rhodes, R. R. Dobell, Hon. Thomas McGreevy, Lt.-Col. J. B. Forsyth, Gaspard Lemoine, Eugene Chinic, H. M. Price, Joseph Israel Tarte and Cyrille Duquet.

The company was given power to build and operate a railway bridge across the St. Lawrence river and to adapt it to the use of foot-passengers and vehicles. It might also construct lines of railway to connect the bridge with existing or future railways on each side of the river. Work of construction was to be commenced within three years, and to be completed within six years of the passing of the Act. The site and all plans required the approval of the Governor in Council, and all tolls to be charged by the company were subject to similar approval. This Act provided that should a change in ownership take place, the property should continue to be operated under the provisions contained in it and in the Railway Act.

The Quebec Bridge Company was unable to carry out the work required by the Act of 1887, and in 1891 an Act of Parliament was passed (54-55 Vic., chap. 107), which revived and re-enacted the Act of Incorporation, but amended it to the extent that the work should be commenced within three years and completed within six years from the date of the passing of the Act, in July, 1891.

Again, the company was unable to carry out the project, and in 1897 an Act was passed (60-61 Vic., chap. 69), reviving previous legislation and extending the date of completion of the work to June, 1902.

The company again applied to parliament for extension of time, and by an Act of 1900 (63-64 Vic., chap. 115) the time for completion was extended to June, 1905.

On October 9, 1900, an order in council was passed authorizing an agreement to be entered into between the government and the Quebec Bridge Company, which provided for the granting of a subsidy of one million dollars to the Quebec Bridge Company, one-third of which sum was to be applicable to the substructure and approaches, and two-thirds to the superstructure. In this agreement, the company

undertook to complete the bridge, all plans to be subject to the approval of the Governor in Council. The work having already been commenced, the agreement provided that it should be completed by January 1, 1903, failure in complying with this condition to be followed by the forfeiture of all right or title to any part of the subsidy. Certain specifications which are signed by E. A. Hoare, M. Inst., C.E., chief engineer of the Quebec Bridge Company, and dated September 1, 1898, were made part of the agreement which was completed on November 12, 1900 (Subsidy Agreement 13988 Ex. 12).

The province of Quebec in March, 1900 (63 Vic., chap 2) granted a subsidy to the Quebec Bridge Company to the amount of $250,000, upon condition that the city of Quebec would grant a like amount; and on June 1, 1900, the city of Quebec voted a subsidy of $300,000 to the same company, provided that the company lay its terminus within the limits of the city of Quebec.

By Act of Parliament in 1903 (3 Edward VII., chap. 177), the name of the company was changed to the Quebec Bridge and Railway Company, and the work was declared to be for the general advantage of Canada. Further powers were granted, authority was given to issue preference shares, and the bond issue was fixed at $6,000,000, with the right to issue further bonds covering any property that might be thereafter acquired.

The company was also empowered to enter into agreement with the government of Canada in reference to a guarantee of the bonds of the company, and for granting and conveying the bridge and property of the company to the government. The time for completion was extended to July, 1910.

Pursuant to the power granted under the Act of 1903, the Quebec Bridge and Railway Company entered into an agreement with the government of Canada on October 19, 1903, which agreement was confirmed by Act of Parliament on October 24, 1903 (3 Edward VII., chap. 54). By this Act the government undertook to guarantee the bonds of the company, the bond issue was fixed at $6,678,000, and the company was authorized to redeem the outstanding stock on certain conditions. The number of directors was increased to eleven, and the Governor in Council had the right to appoint three of these. Nothing in this Act authorized the government, without consent of parliament previously obtained, to exercise its right to take over the undertaking.

The above is a brief summary of the legislation that has affected the company from its inception to this date (February 20, 1908).

HISTORY OF PROGRESS.

At the annual general meeting of the Quebec Bridge and Railway Company, held April 20, 1897, the president, Lt.-Col. J. B. Forsyth, reported that subsequently to 1888 Mr. E. A. Hoare had carefully surveyed the St. Lawrence river on both sides from Quebec to the vicinity of the Chaudière, and had reported that a bridge could be built at three sites, viz.:—

1st, at Cape Diamond;
2nd, at Point-a-Pizeau; and
3rd, near the mouth of the Chaudière river.

After consideration of Mr. Hoare's report by the board, the matter was referred to Mr. Walter Shanly, who visited the different sites, and reported in 1889 in favour of the third of those above mentioned. Mr. Collingwood Schreiber, the chief engineer of the Department of Railways and Canals, also endorsed the Chaudière site in his report of February 28, 1891, which report was presented to parliament (Return No. 16, Session of 1891). At this meeting the Chaudière site was finally adopted by the company. The president, Lt.-Col. Forsyth, having resigned, his place was taken by the Hon. S. N. Parent.

On June 16, 1897, Mr. E. A. Hoare, the engineer of the Quebec Bridge Company, wrote to the president of the Phœnix Bridge Company asking if any of their engineers expected to attend the annual convention of the American Society of Civil Engineers, which was to convene at Quebec on June 30; and if so, he asked that they call upon him to discuss a project for building a bridge over the St. Lawrence river near Quebec. Mr. John Sterling Deans, the chief engineer of the Phœnix Bridge Company, went to Quebec and met Mr. Hoare and others connected with the Quebec Bridge Company. Hon. R. R. Dobell, one of the directors of the company, took many of the visiting engineers on an excursion to the site and explained the project to them. Mr. Theodore Cooper was one of the party who visited Quebec at this time and then first learned of the proposed work, and on July 7, 1897, Mr. Deans, of the Phœnix Bridge Company, wrote to Mr. Hoare stating that Mr. Cooper would be glad to give the Quebec Bridge Company the benefit of his extended experience. As stated by Mr. Deans, Mr. Hoare promised to send him a profile of the river crossing at the proposed site, and other general information necessary for the purpose of preparing a tender on the work should his company be asked to make one. This Mr. Hoare did, and the matter was at once taken up by the Phœnix Bridge Company, and on November 30, 1897, they completed their first preliminary general plan for the bridge. This plan was altered, and on December 7, 1897, a new plan was completed, and was sent to Mr. Hoare.

The Quebec Bridge Company, early in 1898, applied to the Railway Committee of the Privy Council for approval of the plans and proposed site of the bridge, which application was filed in the department as No. 7349. The plan that accompanied this application is dated January 13, 1898, and is signed by Messrs. S. N. Parent, Ulric Barthe and E. A. Hoare, and as to the superstructure it is identical with the plan made by the Phœnix Bridge Company, and dated December 7, 1897.

The site of the bridge and the positions of the piers and abutments were approved as shown on the plans. The bridge had a clear width of span over the channel of 1,200 feet, and a clear height of 150 feet from extreme high water, the clear span between pier centres being 1,600 feet. The plans of all details were made subject to the approval of the chief engineer of the Department of Railways and Canals before work could be commenced, and also subject to the approval of the Governor in Council upon the joint report of the Minister of Railways and Canals and the Minister of Public Works. The order in council conveying this approval was signed May 16, 1898 (Ex. 2).

On July 2, 1898, the board of the Quebec Bridge Company passed a resolution instructing Mr. E. A. Hoare, their chief engineer, to put himself in communication with Mr. Schreiber, and the secretary was instructed to write to the Right Honourable Sir Wilfrid Laurier, asking him to give instructions to the chief engineer of the Department of Railways and Canals to put his bridge engineer in communication with Mr. Hoare, so that suitable specifications for the proposed bridge might be prepared, to be used when calling for tenders (Ex. 4). These instructions were carried out, and Mr. Hoare conferred with Mr. R. C. Douglas, the bridge engineer of the department, and the specifications were prepared. On August 26, 1898, these general specifications were submitted to Mr. Schreiber and were approved by him as quite satisfactory on August 31, 1898 (Ex. 5).

The specifications thus approved by the Department of Railways and Canals were printed by the Quebec Bridge Company under date of September 1, 1898, and are practically the same as those attached to the subsidy agreement of November 12, 1900; they include specifications for both the substructure and the superstructure.

On September 6, 1898, the Quebec Bridge Company instructed their secretary to issue circulars inviting tenders; the date for receiving the same was made January 1, 1899, but subsequently this was changed to March 1, 1899.

In accordance with these instructions, the secretary issued a circular (Ex. 6) sending with each copy a section of the river showing the clearances required, and also specifications for a cantilever bridge; if any tenderers proposed a suspension

bridge they were to furnish complete specifications. A form of tender was sent to each party, which called for lump sum prices both for substructure and superstructure.

In response to this circular, tenders were received from the Keystone Bridge Company, of Pittsburg, for a cantilever bridge; from the Dominion Bridge Company, of Montreal, for both a cantilever and a suspension bridge; from the Phœnix Bridge Company, of Phœnixville, for both a cantilever and a suspension bridge; from the Union Bridge Company, of New York, for a suspension bridge, and from the New Jersey Steel Company, of Trenton, for a cantilever bridge. Tenders for substructure were received from Wm. Davis & Sons, of Cardinal, Ont., and from the Engineering Contract Company, of New York. The New Jersey Steel Company subsequently withdrew their tender.

At this date, March, 1899, the Quebec Bridge Company were not in a position financially to let a contract for any portion of the proposed structure, but the board considered that the prospects of obtaining funds were sufficiently promising to warrant the calling for tenders.

The construction of this bridge, being a task of unpredecented magnitude, the board, on February 23, discussed the appointment of a consulting engineer, and the names of six prominent engineers were considered, with the result that the secretary was instructed to write to Theodore Cooper and to ask him if he would consent to act. This instruction was carried out on the same day.

On March 23, 1899, Hon. S. N. Parent, Mr. Hoare and Mr. Barthe met Mr. Cooper in New York, and it was arranged that Mr. Cooper would examine and report upon the plans and tenders received for a certain fee. This agreement was confirmed by interchange of letters.

All plans and tenders were accordingly sent to Mr. Cooper.

During the period when these plans and tenders were in the hands of Mr. Cooper, the Phœnix Bridge Company kept in close touch with Mr. Cooper and Mr. Hoare, and reference may be made to Mr. Deans' letters of April 14 and April 19, 1899, addressed to Mr. Hoare.

The correspondence of the officials of the Phœnix Bridge Company at this stage indicates a strong desire to obtain a favourable report from Mr. Cooper as a preliminary to securing the contract for the work at a later date, and the letters from the officials of the Quebec Bridge Company to the Phœnix Bridge Company indicate a desire to assist it in this direction.

The apparent reason for this state of affairs is that the Phœnix Bridge Company were, as far as we can learn, the only tenderers who felt and expressed confidence in the Quebec bridge project, and had prepared all of the preliminary plans for it. The Quebec Bridge Company therefore inclined more favourably towards them, and the relations were mutually friendly.

As to either party influencing Mr. Cooper or causing him to modify his ideas so as to favour any tender, such a suggestion is, in our opinion, quite out of the question, and we believe that Mr. Cooper made his decisions and gave his opinions with absolute honesty.

On June 23, 1899, Mr. Cooper reported to the Quebec Bridge Company upon the tender submitted (Exhibit 9), the following being an extract from his report:—

'From the facts and consideration as stated above, I find the cantilever superstructure plan of the Phœnix Bridge Company an exceedingly creditable plan from the point of view of its general proportions, outlines and its constructive features.

'I also find that it is designed in accordance with your specifications.

'The tender accompanying this plan is the lowest in price, and is the most favourable as to the prospective duties upon the materials to be used in its construction.

'I therefore hereby conclude and report that the cantilever superstructure plan of the Phœnix Bridge Company is the "best and cheapest" plan and proposal submitted to me for examination and report.

'I likewise report that the general plan and proposals for the substructure made by the Engineering Contract Company and by Messrs. Davis & Sons are both satisfactory and at favourable terms.'

Mr. Cooper also advised that further investigation be made by boring and by sinking trial shafts to determine the best position for the piers, and suggested that, as the surveys that had been made up to date were not sufficient, in any contract that might be made, there should be provision for changing the length of spans within reasonable limits, for modifying the carrying capacity of the structure and for increasing or decreasing the construction quantities.

Mr. Cooper's report of June 23, 1899, was received, and was laid before the board of the Quebec Bridge Company on June 29, when it was resolved:—

'That a copy of Mr. Cooper's report, with superstructure plan of the Phœnix Bridge Company, and the Keystone, and Wm. Davis & Sons' substructure plan be sent immediately to the Right Honourable Sir Wilfrid Laurier.'

No positive action was taken as to the tenders, and no one of these was formally accepted then or at a later date.

The full report of Mr. Cooper is appended (Exhibit 9), and it will be observed that he believed that the cantilever designs were the most favourable owing to their lower cost, and these designs were therefore more critically examined than were those of suspension bridges. The comparison of tenders was narrowed down by a process of elimination, to two cantilever designs, those of the Keystone Bridge Company and of the Phœnix Bridge Company, both of which were 'acceptable designs.' After making due allowance for cost of foundations so as to put the cost of superstructure on an even basis, Mr. Cooper found that the tender of the Keystone Bridge Company for superstructure was $2,462,119, and that of the Phœnix Bridge Company was $2,438,612, making a difference in favour of the Phœnix Bridge Company's tender of $23,507; if duty were charged, this amount would be further increased by $97,768, owing to the greater weight of steel in the Keystone design.

The estimated weight of steel as per tenders was:—

Keystone Bridge Company, in gross tons	27,400
Phœnix Bridge Company, in gross tons	22,956
Difference in favour of latter, gross tons	4,444

The tenders show the average price of steel per gross ton as follows, all erected and complete:—

Phœnix Bridge Company	$103 94
Keystone Bridge Company	90 00

The tenders were lump sum prices for a completed structure, provided that the work was executed in accordance with the plans submitted and the unit prices of steel per ton were given in the tenders solely as a basis for computing progress estimates.

In view, however, of the fact that at a subsequent date a contract was made with the Phœnix Bridge Company at a price per pound and not on a lump sum basis, it should be noted that, having the above figures before them, the Quebec Bridge Company did not ask for new tenders for the steel work on a pound or ton basis, and also that the weight of the structure designed for the longer span overran the originally estimated weight by nearly 45 per cent.

Negotiations were commenced with the Phœnix Bridge Company, but that company would not enter into a contract on account of the financial conditions of the Quebec Bridge Company.

Mr. Deans expressed himself as having full confidence in the scheme as a business undertaking, and made efforts to assist the Quebec Bridge Company by endeavouring to interest prominent American bankers in the project; he was unsuccessful, and all the financial firms declined to invest in the securities of the Quebec Bridge Company

owing to the fact that the probable immediate returns would not warrant them in taking the matter up.

At this time, June, 1899, the Quebec Bridge Company had only a stock subscription of $50,352.69, of which $26,684.74 had already been expended for surveys and other expenses.

In his report of June 23, 1899, Mr. Cooper advised that more information be obtained with regard to the river-bed, so that the cost both of foundations and of superstructure might be closely estimated before the length of the main span was finally settled, and we direct your attention to all the evidence on this point, which clearly shows that at the time of calling for tenders there was not sufficient information to justify the action of the Quebec Bridge Company in fixing the positions of the main piers. On Mr. Cooper's advice further borings and examinations were made under the supervision of Mr. Hoare. Dr. Ami, of the Dominion Geological Survey made a report on these borings, which is appended.

The information thus obtained was transmitted to Mr. Cooper on January 14, and after studying it, he reported to Hon. S. N. Parent, on May 1, 1900 (Ex. 11) recommending a change of the main span from 1,600 feet to 1,800 feet, for the following reasons:—

'First: The construction of the larger and deeper piers of the 1,600 ft. span will require at least one more year than those for the 1,800 foot span.

'Second: The contingencies of the construction of the deeper piers in the deeper waters, where they might possibly be subject in their incomplete condition to the heavy ice floes of the main channel, would be far greater than for the piers further in shore.

'Third: The effect upon any future financing, by reducing the time of construction and minimizing the real and imaginary contingencies.'

Mr. Cooper estimated that the additional cost of the changes he advised would be $200,000 provided that modifications were made in the specifications, which, in his opinion, were both desirable and justifiable, and would in no manner reduce the carrying capacity of the structure or render it incapable of fully performing all its duties satisfactorily. (Ex. 11.)

Previously to the receipt of Mr. Cooper's second report, the board, on August 14, 1899, requested a meeting with the Phœnix Bridge Company's representative, and, on August 21, Mr. Deans met the board and discussed the situation then existing. On the following day the board decided to divide the work between the Phœnix Bridge Company and Mr. M. P. Davis. On August 23, the Hon. S. N. Parent wrote Mr. Deans stating that the Quebec Bridge Company was ready to enter into a contract with the Phœnix Bridge Company, upon certain conditions, which included the modification of the specifications, and the terms of payment. The Phœnix Bridge Company were to accept their share of the $1,500,000 of subsidies or their equivalent and the difference in bonds. Under the same date Mr. Deans wrote to the Hon. S. N. Parent extending the privilege of ordering the work in whole or in part at the unit prices named in the tender of March 1, 1899, for 'say one or two years,' on the understanding that the prices would be modified in accordance with the variations in the base price of metal and would be fixed by agreement between the engineers of the two companies at the date of the final order for each part of the bridge. In so far as the Phœnix Bridge Company was concerned, nothing came of these negotiations, but an agreement for the construction of the substructure was made at a later date with Mr. M. P. Davis somewhat on these lines.

Matters made no further progress until the following spring when, at a meeting of the board on April 5, 1900, Hon. Mr. Parent stated that before concluding the contract for the masonry there were questions to be settled with 'the prospective superstructure contractor, the Phœnix Bridge Company.' Messrs. Audette, Breaky and Lemoine were then delegated to meet Mr. M. P. Davis about his contract and

conditions of payment, and Messrs. Parent, Audette and Price were selected to represent the company at a meeting with the Phœnix Bridge Company, which was subsequently held at Mr. Cooper's office in New York.

The arrangements with Mr. M. P. Davis were concluded in the month of April, although the contract itself was not executed until June 19, 1900, and at the meeting in New York, just mentioned, which was held on April 12, 1900, an agreement was made and signed by the Hon. S. N. Parent, president of the Quebec Bridge Company, and Mr. John Sterling Deans, chief engineer of the Phœnix Bridge Company, whereby the Quebec Bridge Company awarded the contract for the construction of the superstructure and steel anchorages of the bridge to the Phœnix Bridge Company upon the cash prices tendered on March 1, 1899, subject to the modifications suggested by Mr. Deans in his letter to the Hon. S. N. Parent under date of August 23, 1899, the superstructure and steel anchorages to be ordered within three years from date. The Phœnix Bridge Company agreed to deliver the steel work for the anchorages within four months after the approval of detailed plans, the price to be fixed at the date of ordering the metal. This was done on June 15, and the price, which was 4·516 cents per pound, was fixed in accordance with the terms of Mr. Deans' letter of August 23, 1899, by a board consisting of Messrs. Deans, Cooper and Hoare.

The Phœnix Bridge Company also agreed to complete all general and detail plans for the entire superstructure with all possible speed.

This agreement was approved by the Quebec Company's board on April 21, 1900.

It appears, therefore, that the contract was awarded for the superstructure before Mr. Cooper had reported upon the necessary change in span, and that the agreement of April 12 was really not in accordance with the tender of March 1, 1899, in that this tender contemplated a lump sum price for the whole work, and not a price per pound; the details of this matter will be referred to further on.

Mr. Cooper's report (Exhibit 11) of May 1, 1900, was submitted to the board on May 5, and was adopted. At the same meeting they appointed Mr. Theodore Cooper consulting engineer to the company in accordance with terms and conditions contained in the minutes of the board of March 23, 1899. These terms and conditions, however, we note, only applied to examining and reporting upon certain plans submitted to Mr. Cooper, and the appointment then made was for a specific purpose and was not in the nature of a permanent appointment as consulting engineer.

Mr. Cooper objected at a later date to the arrangement of the terms of remuneration, and wrote to Mr. Hoare on July 26, 1901, suggesting as a basis of adjustment, that his services as consulting engineer from April 11, 1900, to the completion of the metal superstructure, be placed at a lump sum of $22,500, with an additional retaining fee of $2,500 for each year exceeding three years that his services were required, yearly payments to be not less than $3,750. This letter was submitted to the board, and on August 7, 1901, was approved. The actual payments made to Mr. Cooper are given in Exhibit 114.

At the board meeting of May 5, 1900, the following resolution was passed:—

'That the report of Theodore Cooper, consulting engineer, in date of May 1 instant, recommending an 1,800 foot span instead of 1,600 feet, be adopted, and that the Quebec Bridge Company's engineers give instructions to the Phœnix Bridge Company, contractors for the superstructure, to prepare plans accordingly without delay, and also that the contractors for substructure, William Davis & Sons, be informed of such modifications, and that the contract for substructure work will be modified accordingly.'

The Phœnix Bridge Company, by letters of May 9 and 16, 1900, accepted the modifications in the plans of the bridge advised by Mr. Cooper.

The memorandum already referred to, concerning prices (Ex. 14), dated New York, June 15, and signed by Messrs. Cooper, Hoare and Deans, was ratified by the board on July 5, 1900, and the president advised the appointment of an inspector at the rolling mills and machine shop, which was authorized.

On December 19, 1900, a second contract was entered into between the Quebec Bridge Company and the Phœnix Bridge Company covering the erection of the approach spans on each side of the river, the unit price being at 4·114 cents per pound erected and painted complete. (Exhibits 13 and 14.) On January 17, 1901, the board approved the above agreement. The report of the directors presented at the annual meeting of the company held on September 4, 1900, fully sets out what had been done up to that time (Ex. 19).

On October 2, 1900, the 'corner stone' of the Quebec bridge was laid, and the report of the directors at the annual meeting held September 3, 1901, is interesting in that it contains reports of progress on the substructure from Messrs. Cooper and Hoare. Mr. Cooper approves the progress of the work and adds that 'During the past year special studies have also been made of the main span, to improve and better the same in advance of the preparation of the final plans.' At that time the north anchor pier was about complete, the ground was being prepared for the north abutment and the north main pier was well under way.

Good progress on the work under contract, viz.: the substructure, the anchorages and the two approach spans was made during the following year, and at the annual meeting of the company held September 2, 1902, Mr. Hoare reported that the substructure on north shore was completed, that the abutment on south shore would be finished in a month, and that the south anchor pier was all finished except two courses of masonry. He also reported that the main pier on south shore was in progress, and that it had been found that a greater depth had to be reached to get a satisfactory foundation than was at first expected, and that in consequence it would take some time to complete this pier. The north approach span was in course of erection, and the material for the south approach span had been delivered.

On October 13, 1902, Mr. Cooper reported on the south main pier, and on February 3, 1903, he again reported, stating that the experience of the last two summers amply justified the change in the length of the main span from 1,600 to 1,800 feet.

Negotiations for the construction of the main span which, in the meantime, had not proceeded actively were now resumed with the Phœnix Bridge Company, and Mr. Deans wired the Hon. S. N. Parent, on May 11, 1903, that he would be in Quebec on the 15th and could go to Ottawa on the next day or on any other convenient day, as had been requested.

This visit to Ottawa was made on account of legislation proposed to be submitted to parliament in relation to the Quebec Bridge Company and the financial support to be given to it by the government; and the Phœnix Bridge Company desired to have the enactment of this legislation assured, before entering into any further contract with the Quebec Bridge Company.

The prospects for favourable legislation being satisfactory, articles of agreement were prepared and signed by the Quebec Bridge Company and by the Phœnix Bridge Company, on June 19, 1903 (Ex. 16), and were approved by the board of directors of the Quebec Bridge Company on the same day.

In transmitting the executed agreement, Mr. David Reeves, the president of the Phœnix Bridge Company, attached a letter of same date in which he states that the agreement is executed by his company upon the understanding that it shall not become operative until the legislation proposed shall have been enacted and financial arrangements insuring payments of estimates shall have been made to the satisfaction of his company. He agreed to go on with strain sheets and drawings as soon as the revised specifications with the formal approval of the government engineers were furnished to his company. These conditions were accepted by the Quebec Bridge Company.

In his suplementary report of June 23, 1899, Mr. Cooper advises :—

'It might also be desirable to ask the successful competitor to state what reductions, if any, could be made in the tender by certain modifications of the specifications.'

This indicates that changes in the Quebec Bridge Company's specifications were in Mr. Cooper's mind at that early date, and also that he considered the tender as a lump sum tender, and not otherwise.

On May 1, 1900 (subsequent to the awarding of the contract), Mr. Cooper suggested to Mr. Parent, in a letter, that he 'be instructed to make such modifications in the accepted competitive plan when adapted to the new lengths, as may tend to reduce the cost without reducing the carrying capacity or the stability of the structure.'

On June 2, 1903, Mr. Cooper transmitted certain amendments to the specifications attached to the subsidy contract of November 12, 1900, and gave his reasons for the proposed changes; as under section 2 of this agreement, any amendments of plans and specifications had to be approved by the Governor in Council, these amendments were submitted to Mr. Schreiber for examination. Mr. Schreiber, the chief engineer of the Department of Railways and Canals, examined the amended specifications, and communicated with the Minister of Railways and Canals on July 9, 1903. The Minister reported to council on July 16, 1903, and on July 21 an order in council was passed, embodying Mr. Schreiber's recommendations (Ex. 17). In his report Mr. Schreiber refers to discussions between himself and Mr. Cooper, the consulting engineer of the Quebec Bridge Company, involving certain modifications of the specification attached to the subsidy contract; he expresses his high regard for Mr. Cooper's professional standing, that gentleman being a man of repute and reliability. He adds: 'His modifications may, therefore, reasonably be considered to be in the best interests of the work.' Mr. Schreiber suggests that 'the department be authorized to employ a competent bridge engineer to examine from time to time the detailed drawings of each part of the bridge as prepared, and to approve of or correct them as to him may seem necessary, submitting them for final acceptance to the chief engineer of the Department of Railways and Canals.'

When a copy of the above order in council reached Mr. Cooper, he strenuously objected to the appointment of an engineer as suggested by Mr. Schreiber, saying: 'This puts me in the position of a subordinate, which I cannot accept.' Mr. Cooper, at the same time wrote to Mr. Schreiber: 'I do not see how such an engineer could facilitate the progress of the work or allow me to take any responsible steps independently of his consent.' Mr. Cooper then went to Ottawa to see Mr. Schreiber, and discussed the situation with him. In consequence Mr. Schreiber made a further recommendation, and an order in council was passed August 15, 1903 (Ex. 18) which directed that, provided the efficiency of the structure be fully maintained up to that defined in the original specifications attached to the company's contract (Ex. 12), the new loadings proposed by the Quebec Bridge Company's consulting engineer be accepted, &c.; and that all plans be submitted to the chief engineer, and until his approval has been given, not to be adopted for work. This order modified the order in council of July 21, 1903.

The amendments to the specifications and Mr. Cooper's letter relating thereto are attached to the order in council and are dated June 2, 1903.

Upon Mr. Cooper receiving a copy of the second order in council he states, in a letter of August 21, to Mr. Hoare: 'I think under fair and broad-minded interpretation, this will allow us to go on and get the best bridge we can, without putting metal where it will be more harm than good.'

This arrangement left the matter of the specifications entirely in the hands of Mr. Cooper, subject only to the approval of the government authorities.

Mr. Cooper, in his evidence, says: 'I assume the full responsibility for the change in the specifications and for the selected unit stresses.' He interpreted the authority given to him as being complete, and the work was carried out using his amendments of the specifications.

Up to the date of the passing of the Guarantee Act, of October, 1903, the Phœnix Bridge Company held to the position expressed in Mr. Reeves' letter of June 19, which

was attached to the contract of the same date with the Quebec Bridge Company. It was not until March 15, 1904, that Mr. Reeves states (Ex. 113E), that they are proceeding with the work vigorously, this letter being in reply to one from Mr. Parent under date of February 22, 1904 (Ex. 113A). In this correspondence Mr. Parent advised Mr. Reeves of the satisfactory financial condition of his company, and the Phœnix Bridge Company felt confident in proceeding with the actual work, knowing, as it did, that payment was certain. The undertaking had now entered into its final stage.

Mr. Scheidl in his evidence (see evidence) refers to certain preliminary work on plans having been done in January, February and March, 1902. A period of inactivity followed, as Mr. Scheidl further states that after the receipt of the revised specifications 'preliminary work' showing practically final results, commenced in July, 1903.

Prior to the date of the contract between the Quebec Bridge Company and the Phœnix Bridge Company, June 19, 1903, the Phœnix Iron Company, who manufacture all the bridge work for the Phœnix Bridge Company, were not equipped to undertake the work. In anticipation of having to do the work they, in the fall of 1902, made additions to their main bridge shop and other improvements in their works. In 1903 they added some heavy machinery to their shops and otherwise improved their works, so as to enable them to manufacture the Quebec bridge for the Phœnix Bridge Company; those were general improvements to their property. Subsequent to June 19, 1903, Mr. Norris, the manager of the works, was instructed to obtain whatever machinery and tools were needed.

HISTORY OF CONTRACTS.

The commission has examined the various contracts and agreements made between the Quebec Bridge and Railway Company and the Phœnix Bridge Company, but finds nothing in them that has direct connection with the cause of the disaster. We give, therefore, simply an historical statement concerning these agreements, but desire to draw attention to the fact that the agreement of April 12, 1900, the agreement of December 19, 1900 (Exhibit 13), and the contract of June 19, 1903 (Exhibit 16), which is an amplification of the first agreement, are, under existing circumstances, of great importance. We recognize that we are not called upon to discuss these agreements from a legal standpoint.

The Phœnix Bridge Company was requested to tender in September, 1898, for the construction of the Quebec bridge (Ex. 6).

According to Mr. Deans (Deans to Hoare, April 14, 1899, Ex. 75-D), there was an understanding at the time that the contract would be awarded to the lowest tenderer.

The following is the letter referred to:—

April 14, 1899.

(Personal and private).

Mr. E. A. Hoare,
Chief Engineer, Quebec Bridge Company,
Quebec, Quebec.

Dear Mr. Hoare,—Mr. Szlapka and I were with Cooper the greater part of yesterday, and you will be glad to learn there was not a single vital or important criticism or mistake found in our plans. All the slight differences, such as dead load, anchor arms, reverse stresses, in one or two members, thickness of some detail plates, &c., were all thoroughly discussed and satisfactorily settled, and not a single one would *affect in any way our price or our proposition.* It was especially gratifying for us to learn this.

Mr. Cooper, however, somewhat upset me, by making the following remark, which of course I understood was entirely personal and without any full knowledge of the situation. He said: 'Well, Deans, I believe that all of the bids will probably overrun the amount which the Quebec Bridge Company can raise, and that the result will be as is usually the case, that all of the bids will be thrown out and a new tender asked on revised specifications and plans.'

I told Mr. Cooper that while this might be the usual procedure, that in the present case it was distinctly understood that whoever was the lowest bidder under the present specifications and plans would be awarded the work, and *if any modifications were made their bid would be altered accordingly*, as this could readily be done through a conference with the Bridge Company's engineers and ourselves; as we could undoubtedly build as cheap a structure as any other company, and that unless this plan was carried out as understood and agreed upon, the present bidders would be placed in a very unfair position after the expenditure of great time and expense.

I finally succeeded in convincing Mr. Cooper that this was the only fair method, but I think it will take the greatest care on your part to see that his report is not worded in such a way as to give the directors an opportunity of following this suggestion. Mr. Cooper undoubtedly desires to be perfectly fair, but not having been through this whole matter like ourselves, does not fully understand the situation. I trust, therefore, that you will give his report the most careful scrutiny, and get it in the right shape before it is submitted, as far as this suggestion is concerned. It would simply be just what our competitors, and particularly the Dominion Bridge Company, would like, or the Union Bridge Company, in fact, and I shall be much interested to hear from you on this point.

You have not advised me to whom I shall send the revised price; including delivery of the material from Quebec and Lévis to site.

Mr. Lindenthal and I have an appointment with Mr. Cooper next Tuesday to discuss the suspension plan.

Kindly advise me when you will desire the revised propositions of the suspension design.

I remain,
Yours truly,

JNO. STERLING DEANS.

On March 1, 1899, the Phœnix Bridge Company handed in its tender, making a lump sum bid as requested. The wording of the tender which was drawn up by the Quebec Bridge Company is as follows:—

'The whole in accordance with sections and specifications shown for substructure and superstructure and such other plans submitted with this tender, which may be adopted by the Bridge Company; for the total sums of money herein stated, &c.'

Mr. Deans wrote in the letter accompanying the tender, as follows:—

'It might be possible, if found necessary or desirable, to make modifications in the requirements which could reduce the cost without materially affecting the efficiency of the structure, and at the proper time we would be glad to discuss this question with your engineers.'

All tenders and plans were handed over to Mr. Cooper for examination and report, after the agreement between that gentleman and the officers of the Quebec Bridge Company had been made on March 23, 1899 (Ex. 112).

On May 8, 1899, and again on May 9, Mr. Deans, at the request of Mr. Hoare, supplemented the Phœnix Bridge Company's bid by letters to Mr. Cooper.

On June 23, 1899, Mr. Cooper reported in favour of the Phœnix Bridge Company's plan and tender (Ex. 9). Tenders were open for acceptance until September 1, 1899.

On August 22, 1899, the directors of the Quebec Bridge Company passed a resolution awarding the contract for the substructure to Mr. Wm. Davis & Sons, and

that for the superstructure to the Phœnix Bridge Company on condition that the contractors accept subsidies and securities in payment.

The lump sum prices are mentioned in the resolution, but with this qualifying clause 'the whole subject to the modifications in the specifications, either decreasing or increasing, or any other made by the company's engineer in the size, depths and locations of the piers and their caissons, at schedule prices in tender submitted.' Apparently this clause changed the contract from a lump sum basis to a unit price basis, as the company's engineer made many modifications. These modifications could not have been avoided and arose mainly from the insufficiency of the plans and the preliminary work done by the Quebec Bridge and Railway Company.

The following letters written at this time made clear the understanding between the two companies and outline an arrangement for settling unit prices which was afterwards adopted for all the Phœnix Bridge Company's contracts:—

QUEBEC, August 22, 1899.

Mr. E. A. HOARE,
Chief Eng'r, the Quebec Bridge Company,
Quebec, Canada.

DEAR SIR,—At the request of the president of the Quebec Bridge Company I hand you in trust to-day the prices we used for plain structural material in our proposal of March 1, '99, for the construction of the Quebec bridge. These figures will fix the basis of comparison when work is ordered ahead as arranged in letters passed between the Quebec Bridge Company and the Phœnix Bridge Company to-day. You will notice these prices are higher than figures ruling on March 1, '99,—lower than those ruling to-day. Plates and shapes 1·80 c. per pound.

Steel castings in rough 3·50 c. per pound.

Yours truly,

JNO. STERLING DEANS,
Chief Engineer.

QUEBEC, August 23, 1899.

Mr. E. A. HOARE,
Chief Engineer, Quebec Bridge Company,
Quebec, Quebec.

DEAR SIR,—Referring to the figures handed you to-day, you are at liberty to show same to the Hon. S. N. Parent, president of the Bridge Company, for his personal information. I feel certain a knowledge of these figures will not be allowed to go further, or be used against our interests, otherwise I would not be justified in giving out same.

Yours truly,

JNO. STERLING DEANS,
Chief Engineer.

QUEBEC, August 23, 1899.

Mr. JOHN STERLING DEANS,
Chief Engineer, Phœnix Bridge Company.

DEAR SIR,—Referring to yours of this day, I beg to state that this company is ready to enter into a contract with your company for the superstructure of our proposed bridge, subject to the modifications in the specifications either decreasing or increasing, or any other that may have to be made in size, depths and locations of the piers and their caissons; provided you accept in payment your share of the amount of $1,500,000 in subsidies or their equivalent, and the difference in bonds

given in trust as collateral security, the value and interest on same, at their redemption on conditions to be agreed upon, but at any rate the company will decide before the bridge is open for traffic to redeem the said bonds at face value or surrender them to the contractors; this company binding themselves to transfer you your proportionate share of any further subsidies or guarantees of interest that they may receive towards the construction of the said bridge. We will furnish by an early mail a statement showing the position of the company, its available subsidies and prospects as to resources and earning powers. If your company accepts the above conditions, we on the other hand will accept the condition stated in your letter of this day, that we may order the work from you at any time within two years, providing at the time the work is ordered to proceed either party to the contract may request the prices for plain structural metal revised to agree with the ruling price of metal at that time, and provided also that you give us to-day the price of your metal on which you have based your tender. This option is open for fifteen days from this date.

Yours truly,

S. N. PARENT,
Pres., Q. B. Co.

QUEBEC, CAN., August 23, 1899.

Hon. S. N. PARENT,
President, the Quebec Bridge Company,
Quebec, Canada.

DEAR SIR.—In our letter of March 1, 1899, handing you our proposal for the construction of the Quebec bridge, we stated, 'proposal to be accepted and *work ordered to proceed* on or before July 1, 1899'; later on the time was extended to September 1, 1899. Now, as you do not find it possible to order the work to proceed before September 1, 1899, we will adhere to the terms of our proposal, and upon receipt of the statements promised, take up the question of financing; extending to the Quebec Bridge Company the privilege of ordering the work ahead at any time in the near future, say one or two years; providing at the time the work is ordered to proceed either party to the contract may request the prices for *plain* structural metal revised to agree with the ruling price of metal at the time. I feel quite certain upon carefully considering this matter, you will see that this is a very reasonable proposition. We do not benefit a dollar; our profit remains as in our original proposal and all other items, but the one item mentioned. I hope to receive your favourable reply to-day, when I am sure we will be able to interest our friends to assist in the financing of the enterprise.

Yours truly

JNO. STERLING DEANS,
Chief Engineer.

The Phœnix Bridge Company declined to accept the securities of the Quebec Bridge Company in payment for work, but made a strong effort on behalf of the Quebec Bridge Company to place those securities with certain American financial firms of high standing. This effort did not succeed, the reason for the failure being given by Mr. Deans in his testimony (see evidence), and, briefly put, was that the financiers said there was not sufficient traffic and revenue in sight to justify the investment.

During the first two weeks of April, 1900, correspondence was in progress concerning the lengthening of the main span.

On April 5, 1900, the directors of the Quebec Bridge Company appointed committees to conclude arrangements with the contractors both for substructure and for superstructure.

On April 12, 1900, one committee met Mr. Deans in Mr. Cooper's office in New York, and awarded to the Phœnix Bridge Company the contract for the entire superstructure, the terms and conditions of this award being set out in the agreement of even date as follows:—

NEW YORK, April 12, 1900.

It is hereby agreed between the Quebec Bridge Company, represented by the Hon. S. N. Parent, president, of the first part, and the Phœnix Bridge Company, represented by John Sterling Deans, chief engineer, of the second part, as follows:—

To wit: That the party of the first part does hereby award the contract for the construction of the superstructure and steel anchorages of the bridge to be built over the river St. Lawrence, near Quebec, to the party of the second, upon the cash price tendered on March 1, 1899, subject, however, to modifications as to base price of metal stated in letter addressed to E. A. Hoare, company's engineer, dated August 23, 1899, and endorsed by said engineer, the superstructure and steel anchorage to be ordered within three years from date of this present agreement.

The party of the second part hereby agrees to deliver complete all steel required for both anchorages at the respective pier sites within four months after approval of detail plans of same.

The price to be paid for the said metal anchorages by the party of the first part will be fixed at the rate to be mutually agreed upon at the date that the metal is ordered, on delivery at bridge site as aforesaid in good condition, in cash, payable in monthly estimates, less 20 per cent drawback until the anchorage piers are complete, the party of the first part undertaking to pay all custom charges.

The party of the second part hereby agrees to complete all the general and detail plans for the entire superstructure with all possible speed, and to furnish the details of the metal anchorages by the 15th day of June, 1900, and to furnish any other data required by the engineer for arranging dimensions of bridge seats and foundations.

It is further understood that the party of the first part is to have the privilege of ordering the superstructure in whole or any complete portion of the structure at any time within the said three years. It being, however, agreed that the party of the second part is to have the order for whole or any portion at least six months in advance of time said whole or portion is to be ready for erection.

The price of metal now used for the steel anchorages as above is not to be a basis for the price of the remaining metal of superstructure. The price of metal is to be mutually agreed upon at the time each portion of the structure is ordered, according to letter dated August 23, 1899, aforesaid.

It is further agreed that this agreement shall not take effect until approved by the board of directors of Quebec Bridge Company and Phœnix Bridge Company, respectively.

S. N. PARENT,
Pres., Quebec Bridge Co.

JNO. STERLING DEANS,
Chf. Eng., the Phœnix Bridge Co.

On April 14, 1900, Mr. Deans wrote to the Hon. Mr. Parent, asking if the board had approved the agreement of April 12, and stating his understanding of the respective powers of Messrs. Cooper and Hoare. He asked Mr. Parent to confirm this understanding.

(Exhibit No. 75-K.)

April 14, 1900.

Hon. S. N. PARENT,
Pres., Quebec Bridge Company,
Quebec, Canada.

DEAR SIR,—In view of the extreme importance of avoiding delay on your work, which we all appreciate, I write to ask you to kindly wire us when our recent agreement has been approved by your board and they have decided to order the metal work of anchorages.

We understand that in all engineering matters, we are to receive our instructions from Mr. E. A. Hoare, your engineer, and that he works under authority from your board. Please advise if we are correct in this.

Further, we understand that all of our detailed plans of the structure, including sections, &c., must have the approval of Mr. Theo. Cooper, consulting engineer, 35 Broadway, New York, N.Y. Please advise us if we are correct in this.

I write you on these matters in advance of receiving your instructions to proceed, that there may not be the least delay in knowing how to proceed.

Yours truly,

JNO. STERLING DEANS,
Chief Engineer.

On April 19, 1900, the directors of the Quebec Bridge Company approved the agreement of April 12, but subject to the condition that it was not to take effect until the agreement with Mr. Davis should be concluded.

On April 21, 1900, the Hon. S. N. Parent wired Mr. Deans, in answer to his letter of the 14th inst., as follows:—

April 21, 1900.

J. S. DEANS,
Phœnix Bridge Company,
Phœnixville, Pa.

Agreement made in New York April 12, approved by board. Proceed with plans immediately so as to enable us to order steel for anchorage piers upon approval of same. Arrangements made with Davis. You can confer with Cooper and Hoare *re* plans.

S. N. PARENT,
Pres., Q. B. Co.

On the same day Mr. Barthe wrote to Mr. Deans inclosing a copy of the minute of the resolution of the board of directors, confirming the agreement of April 12, and also confirming the Hon. S. N. Parent's telegram of that date.

QUEBEC, April 21, 1900.

Letter headed Quebec Bridge Co.

Mr. J. S. DEANS,
Phœnix Bridge Company,
Phœnixville, Pa.

DEAR SIR, I am instructed to confirm you the telegram which was sent this morning by the president, as follows:—

April 21, 1900.

J. S. DEANS,
Phœnix Bridge Company,
Phœnixville, Pa.

Agreement made in New York April 12, approved by board. Proceed with plans immediately so as to enable us to order steel for anchorage piers upon approval of

same. Arrangements made with Davis. You can confer with Cooper and Hoare *re* plans.

S. N. PARENT,
Pres., Q. B. Co.

I also beg to inclose copy of resolution adopted by the board of directors this morning.

Yours truly,

ULRIC BARTHE,
Secretary.

On May 5, 1900, the directors of the Quebec Bridge Company passed a resolution changing the main span from 1,600 to 1,800 feet, and directing the engineers of the company to instruct the contractors to prepare plans accordingly.

On June 15, 1900, Messrs. Cooper, Hoare and Deans met in New York, and agreed on the price to be paid for the anchorage metal, this price being fixed in accordance with the terms of Mr. Deans' letter of August 23, 1899.

On December 19, 1900, a further agreement in accordance with the terms of the agreement of April 12, 1900, was made for the construction of the approach spans.

Revised Agreement.

Dated, New York, Dec. 19, 1900.

It is hereby agreed between the Quebec Bridge Company, represented by the Hon. S. N. Parent, president, party of the first part, and the Phœnix Bridge Company, represented by John Sterling Deans, chief engineer, party of the second part, as follows:—

The party of the second part agrees to deliver and erect complete, according to specifications hereto attached, forming part of these presents, all the steel work required for both the approaches of the proposed bridge over the St. Lawrence river at Quebec, within six months after the approval of detailed plans by the engineers of the party of the first part, which shall allow final delivery of this metal work to be made not later than September 1, 1901.

The party of the first part agrees to pay to the party of the second part for said metal approaches at the rate of 4·114 cents per pound erected and painted complete, in cash, upon the certificates of the engineer of the party of the first part and the Dominion government and provincial engineer, and the engineer of the city of Quebec, of the erection of each approach.

Should the metal work of either of the approaches not be erected on or before January 1, 1902, due to causes beyond the control of the party of the second part, then the party of the second part shall be paid in cash not later than January 15, 1902, on account of the metal work delivered at the bridge site, 3·314 cents per pound, less 20 per cent reserved until the metal work is erected. If either of the approaches is not erected before January 1, 1903, due to causes beyond the control of the party of the second part, then the party of the first part agrees to pay to the party of the second part the 20 per cent reserve in cash not later than January 15, 1903.

It is further understood that the party of the first part shall benefit to the extent of any drop in the base price of metal between the date of this agreement and May 1, 1901, said drop in the base price of metal to be determined as per agreement for anchorage metal, dated April 12, 1900.

It is further understood the party of the first part shall pay all custom duties and charges.

The price of metal now used for the steel in approaches as above, is not to be a basis for the price of the remaining metal of the superstructure. The price of metal

for the said remaining superstructure is to be mutually agreed upon at the time each portion of the superstructure is ordered, according to letter dated August 23, 1899, aforesaid.

It is further agreed that this agreement shall not take effect until approved by the board of directors of the Quebec Bridge Company and the Phœnix Bridge Company respectively.

S. N. PARENT,
President, Quebec Bridge Company.

JNO. STERLING DEANS,
Chief Engineer, the Phœnix Bridge Company.

The agreement was confirmed by the board of directors on January 17, 1901, and this contract was carried out by the Phœnix Bridge Company during 1901, 1902 and 1903.

In the spring of 1903, the question of the main span was taken up, and on June 19, 1903, the final contract was entered into. This is in accordance with Mr. Deans' letter of August 23, 1899, and with the terms of the award of April 12, 1900. The contract reads as follows:—

ARTICLES OF AGREEMENT made and concluded this 19th day of June, 1903, between the Quebec Bridge Company (Limited), a corporation of the province of Quebec, Canada, party of the first part, and the Phœnix Bridge Company, a corporation of the State of Pennsylvania, party of the second part, witnesseth:

First.—That the party of the first part does hereby confirm the award (heretofore made) of the contract for the construction of the entire superstructure of the bridge over the River St. Lawrence, near Quebec, in accordance with the plans and specifications hereto attached and made a part thereof, to the party of the second part, for the cash prices named in schedule paragraph (6).

Second.—That the party of the first part agrees to pay all custom duties, entry fees and expenses, on materials and plant.

Third.—That for and in consideration of the payments and covenants to be made and performed by the party of the first part, the party of the second part does hereby agree to construct, deliver and erect in the most substantial and workmanlike manner, to the satisfaction and acceptance of the consulting engineer and the engineer of the party of the first part, and in accordance with the general plans and specifications hereto attached, and made a part of this agreement, the metal superstructure, railings, screens and guard rails, also the timber for tracks and highway floors, of the bridge over the St. Lawrence river, near Quebec, consisting of one central span of eighteen hundred feet and two side or anchor spans of five hundred feet each.

Fourth.—That before any work is done under this agreement the detailed plans shall be approved by the engineers of the party of the first part and the chief engineer of the Department of Railways and Canals of the Dominion of Canada.

The engineer of the party of the first part or his duly appointed representative shall have the right to inspect all material covered by this agreement, at all stages of the work, and shall have full power to condemn or reject any work or material of inferior quality and not in strict accordance with the requirements of this agreement.

Fifth.—The said superstructure shall be completed by the 31st day of December, 1906, unless delayed or prevented by strikes, floods, or other causes beyond the control of the said party of the second part, or unless the party of the first part shall fail to make any of the payments as hereinafter stipulated or to keep any of its covenants herein contained.

The above date of completion is based upon the understanding that work under this agreement may proceed uninterruptedly from this date.

Sixth.—In consideration of doing and performing the work embraced in this agreement, the party of the first part hereby covenants and agrees to pay to the party of the second part, in addition to all custom duties, entry fees and expenses, as provided in paragraph (2), the following prices, namely:—

		Estimated Quantities.
Steel in trusses and bracing complete.....per lb.	5·60c.	50,897,000 lbs.
Steel in floor beams and stringers complete.. "	5·35c	7,700,000 "
Steel in railings, screens and guard rails complete.. . . . . "	5·55c.	755,000 "
Steel in washers, bolts, &c., complete..... "	5·75c.	120,000 "
Timber in railway track in place complete per M. ft. B.M	$35	865,000 ft.
Timber in highway floors in place complete per M. ft. B.M.	$33	725,000 ft.

Payment shall be made in the following manner, to wit:—

On or about the last day of each month, during the progress of this work, the engineer of the party of the first part shall estimate the value of material furnished and work done at the manufactory of the said party of the second part at Phœnixville, Pa., also material delivered at bridge site and work done at bridge site at the schedule rates hereinafter specified for the several classifications, and ninety per cent of the amount of said estimates shall be paid in cash to the party of the second part on or before the tenth day of the following month. After the ten per cent reserve amounts to a total of one hundred thousand dollars ($100,000) the monthly estimates thereafter shall be paid in full. The balance due to said party of the second part shall be paid in cash to it in thirty days after all the work embraced in this contract is completed in accordance with the plans and specifications and accepted by the engineer of the party of the first part, and only after the bridge has been tested with the specified loads or in any other manner required by the engineers of the party of the first part, and has obtained certificates from the chief engineer of the Department of Railways and Canals of the Dominion of Canada, stating that the bridge has been accepted and can be safely used for railway and highway traffic. It is agreed that the absolute title to all material at Phœnixville, or elsewhere, ninety per cent of the value of which has been included in any monthly settlement, shall upon payment pass to the party of the first part, and the party of the second part will deliver a bill of sale therefor to the party of the first part.

Seventh.—The schedule rates to be used in making the monthly estimates for the work as it progresses are as herein stated. If there are any other items than those here indicated, the schedule rates are to be determined by the engineers of the party of the first part.

Classification.	Trusses and Bracing.	Floor Beams and Stringers.	Railway, Screen and Guard Rails.	Washers, Bolts, &c.
	$ cts.	$ cts.	$ cts.	$ cts.
Metal rolled at mills (including approved design and detail drawings ...	2 55	2 55	2 55	2 55
Metal manufactured at shops.....	3 60	3 35	3 55	3 75
Metal delivered.....	4 10	3 85	4 05	4 25
Metal erected.....	5 45	5 20	5 40	5 60
Metal erected and painted, complete.....	5 60	5 35	5 55	5 75
Timber in railway track.....	Delivered at site, $28 per M. feet board measure.			
" "	In place, complete, $35 per M. feet board measure.			
Timber in highway floors.....	Delivered at site, $26 per M. feet board measure.			
" "	In place, complete, $33 per M. feet board measure.			

Eighth.—The party of the second part shall take, use, provide and make all proper, necessary and sufficient precautions, safeguards and protections against the occurring or happening of any accidents, injuries, damages, or hurt to any person or property during the progress of the erection of the work herein contracted for, and indemnify and save harmless the said party of the first part, from the payment of all sums of money by reason of all or any such accidents, injuries, damages or hurt that may happen or occur upon or about said work, and from all fines, penalties and loss incurred for or by reason of the violation of any city or borough ordinance or harbour regulations, or laws of the Dominion of Canada or province of Quebec, for which they are responsible, while the said work is in progress of construction.

Ninth.—It is understood and agreed that the party of the second part shall indemnify and protect the party of the first part from all claims under any law for labour and materials furnished under this contract, and shall furnish the said party of the first part with satisfactory evidence when called for that all persons who have worked for or furnished materials to the contractor or sub-contractors have been fully paid or satisfied, and failing which an amount necessary and sufficient to meet the claims of the persons aforesaid shall be retained by the party of the first part from any moneys due said party of the second part until the liabilities aforesaid have been paid; this clause is not intended, however, to apply to claims made against the party of the second part which he *bona fide* contests his liability for, and when the work is completed the party of the second part will furnish the party of the first part with a satisfactory bond indemnifying the party of the first part from all and any of the claims that may be against them by reason of any acts of the party of the second part or sub-contractors.

Tenth.—All materials and supplies put on the work and settled for through progress estimates in the manner provided for in this contract shall become the property of the party of the first part.

Eleventh.—The party of the second part shall conform to all Harbour Commissioners' regulations for the safety of vessels when passing the bridge site, and the party of the second part shall further be responsible for all damages to vessels that may arise from neglect or proper precautions, or damages to the work in progress from any cause until the entire superstructure is completed and accepted by the party of the first part and the Government of the Dominion of Canada.

Twelfth.—The party of the second part shall restore at his own cost all or any part of the work that may be damaged or destroyed before its acceptance by the aforesaid parties, notwithstanding that payments on account of progress estimates may have been made previous to the occurrence of such damages.

Thirteenth.—The party of the second part further agrees that the whole of the working plant to be placed and used by him on the bridge superstructure, including all mechanical appliances, hoisting machines, motive power, tools, machinery and equipment, used in said work, and buildings, workshops, landings or false works erected for the purpose of the present contract, shall be and remain the property of the party of the first part until the completion of the works, as a guarantee of the due and proper execution of the works.

Fourteenth.—The party of the second part will be obliged to give a guarantee company bond satisfactory to the party of the first part, amounting to one hundred thousand dollars ($100,000), which, together with the one hundred thousand dollars ($100,000) reserved according to the sixth clause hereof, shall constitute a fund of two hundred thousand dollars ($200,000) as a guarantee for the faithful performance of the work under this agreement.

Fifteenth.—The price of extra work cannot be claimed by the party of the second part unless same has been authorized in writing by the engineer and approved of by a resolution of the board of directors of the party of the first part.

Sixteenth.—The decision of the engineers of the party of the first part shall control as to the interpretation of the plans and specifications attached and the work

performed under this agreement, during the execution of the work, but if either party shall deem itself to have been aggrieved by any decision, it may require the dispute to be finally and conclusively settled by the decision of three arbitrators, the first to be appointed by the party of the first part, the second by the party of the second part, and the third to be appointed by the first two named. By such decision both parties hereto shall be finally bound, it being understood that no such submission to arbitration shall suspend or postpone the making of any of the payments as herein provided, except only to the extent actually involved therein.

In witness whereof the said parties to these presents have hereunto set their respective corporate seals. Dated the day and year first herein written.

THE PHŒNIX BRIDGE COMPANY.
By DAVID REEVES, (Seal)

Attest:
GEORGE GERRY WHITE,
Secretary.

(Seal Q. B. Co.)
ULRIC BARTHE,
Secretary Treasurer.

S. N. PARENT,
President.

This agreement was confirmed by the directors of the Quebec Bridge Company on the day that it was made.

Its acceptance by the Phœnix Bridge Company was only provisional, Mr. Reeves attaching the following letter to the signed agreement:—

PHŒNIXVILLE, PA., June 19, 1903.

Hon. S. N. PARENT,
President, Quebec Bridge Company, Limited,
Quebec, Canada.

DEAR SIR.—We hand you herewith articles of agreement for the construction of the superstructure of main spans of the Quebec bridge, executed by this company, upon the understanding that said agreement shall not become operative until the legislation proposed at present session of parliament has taken place and the financial arrangements insuring payments of estimates under said agreements have been arranged to the satisfaction of this company, and letters have passed between the two companies to this effect.

In the meantime, that there may be the least delay, we agree to proceed with all possible speed with the stress sheets and detailed drawings, as soon as the revised specifications have been furnished to us, approved by the government engineers.

It is further to be understood, that the time named in the agreement for the completion of the work is one which we do not guarantee, and it is based upon the work proceeding uninterruptedly from this date. The date named we will do our best to keep. We cannot accept any responsibility for damages of any kind which may result from any delay in the completion beyond the date fixed in agreement.

We agree, however, to complete the work under the terms of said agreement by December 31, 1908, and will pay to the Quebec Bridge Company, Limited, $5,000 per month for each month thereafter that the work called for by the said agreement is not completed.

Should there be any stoppage of the work for a period of six months from any cause for which the Phœnix Bridge Company is not responsible, except from strikes and floods, thereupon an estimate shall be made of the total expense incurred by the Phœnix Bridge Company on account of said agreement to date, and after deducting all payments made to date, the balance plus ten per cent of said total expense, shall be immediately due and paid to the Phœnix Bridge Company in cash by the Quebec Bridge Company, Limited.

We agree to modify the prices made in this agreement, to the extent of any variation in the base price of plain metal on cars Philadelphia, from $1.80 per pound,

and which variation may occur between this date and August 15, 1903; said change, if any, to be agreed upon by your chief engineer, Theo. Cooper, consulting engineer, and John Sterling Deans, chief engineer of this company.

It is moreover understood that the agreement shall not be assigned or transferred by either party to the same without the consent of the other.

The articles of agreement handed you herewith shall become binding only upon my receipt from you of a duplicate duly executed by your company, accompanied by a letter confirming the understanding as expressed above.

Yours truly,

DAVID REEVES,
President, the Phœnix Bridge Company.

On February 22, 1904, the Hon. S. N. Parent wrote to Mr. Reeves as follows:—

QUEBEC, February 22, 1904.

DAVID REEVES, Esq.,
President, Phœnix Bridge Company,
410 Walnut Street.

DEAR SIR,—Referring to the contract between the Quebec Bridge Company (now styled the Quebec Bridge and Railway Company) and your company, and also to the letters exchanged between our companies in last June, and particularly to the first clause in your letter of June 19, 1903, I beg to inform you that the legislation proposed in the last mentioned letter has taken place, and that the following financial arrangements insuring payments of estimates under this company's agreement with you have been made, namely:—

1. Provision has been made for the payment and discharge of the outstanding bonds and mortgages of the Quebec Bridge Company referred to in section 10 of the Act of Parliament, 3 Edward VII., chapter 177, in accordance with the terms of that section.

2. The agreement in reference to the government guaranty referred to in section 13 of the same Act was, on the 28th day of January, submitted to and approved by a general meeting of the shareholders of this company duly called for that purpose in accordance with the provisions of that section.

3. This company has arranged with the present subscribers to the capital stock of the company for the surrender of the same in accordance with clause 3 in the agreement set forth in the schedule to the Act of Parliament (3 Edward VII., chapter 54).

4. Subscriptions have been procured for additional stock of this company to the amount of $200,000 as provided for in clause 4 of the last mentioned agreement.

5. Arrangements have been made for underwriting the bonds referred to in the fifth and sixth clauses of the said last mentioned agreement as issued.

6. The stockholders and board of directors of this company have duly performed everything required by the two Acts of Parliament and the said agreement, as conditions precedent for a compliance with the terms imposed upon this company by the aforesaid agreement.

It is of course understood that the change of name of the Quebec Bridge Company to that of the Quebec Bridge and Railway Company shall not in any way impair, alter or affect the rights or liabilities under the contract entered into with your company in June, 1903.

Truly yours,

S. N. PARENT,
President.

On March 15, 1904, Mr. Reeves wrote to the Hon. S. N. Parent, advising him that the assurances contained and the terms expressed in his letter of February 22 were satisfactory to the Phœnix Bridge Company (Exhibit 113 C).

On March 17, 1904, Mr. Deans wrote to Mr. Parent, stating that the contract is now closed, and congratulating Mr. Parent upon his success.

There are no subsequent alterations of these business arrangements.

The Phœnix Bridge Company had not completed the work under this contract when the accident took place on August 29, 1907.

The connection of the government with the enterprise provided the means for building the bridge, and the final approval of plans rested with it, but in no way did the government exercise any check on the work itself, or any authority over the contractors. The administration of the contract and the disposition of the funds supplied by the government were left entirely in the control of the Quebec Bridge Company, subject to the approval of the estimates by the government inspector, and except that the quantities of material were checked at Phœnixville by a clerk appointed by the Department of Railways and Canals, and an officer of that department visited the bridge in connection with the checking of estimates, there was no supervision on the part of the government.

By no act did the government assume or exercise authority over the Phœnix Bridge Company, nor did it intervene under the contract for the bridge; the checking and inspection done by the government and above referred to were with reference to the operations of the Quebec Bridge Company, as the agreement for financing was between the government and the Quebec Bridge Company. The only party, therefore, who was competent to deal with the Phœnix Bridge Company, and who only did deal with it, was the Quebec Bridge Company.

On the part of the government, its confidence in the Quebec Bridge Company was complete; in so far as the integrity of the structure itself was concerned, this was because of the presence of Mr. Cooper as the consulting engineer for the Quebec Bridge Company. The government was familiar with the terms of the contract between the two companies.

HENRY HOLGATE,
Chairman.
J. G. G. KERRY,
J. GALBRAITH.

APPENDIX No. 4.

THE PHŒNIX BRIDGE COMPANY.

This company was incorporated under the authority of an Act of the General Assembly of the Commonwealth of Pennsylvania, entitled 'An Act to provide for the incorporation and regulation of certain corporations,' which received approval on April 29, 1874.

The date of the letters patent incorporating the Phœnix Bridge Company is April 2, 1884, the original shareholders being David Reeves, William H. Reeves, Adolphus Bonzano, George Gerry White and Carrol S. Tyson.

The Phœnix Bridge Company was formed, according to its charter (Exhibit 119), 'for the purpose of manufacturing articles of commerce from iron and steel, and the building of bridges, roofs, viaducts and all kinds of structural work from metal or wood, or both, and to erect and construct such improvements and erections as they may deem necessary, and in general to do all such other acts and things as a success-

ful, convenient prosecution of said business may require and as may be necessary, incidental and appurtenant thereto. The business of the company to be transacted in the borough of Phœnixville, county of Chester, in this commonwealth.'

The company's charter is a perpetual one. The capital of the company is $100,000, divided into shares of $100 each.

The Phœnix Bridge Company is an engineering and contracting company, and is not a manufacturing company. It has an arrangement with the Phœnix Iron Company, an entirely independent corporation, under which the material for its bridges and other structural work is manufactured and fabricated in accordance with the Bridge Company's instructions. The financial control of both companies is the same, but formal methods of accounts, charges and payments are maintained between the two companies precisely as in other contracts that either company might enter into. This arrangement has been in force since 1884, and much of the material for the Quebec bridge was manufactured and all was fabricated by the Phœnix Iron Company to the order of the Phœnix Bridge Company in accordance with this arrangement.

The Phœnix Bridge Company is a tenant of the Phœnix Iron Company at Phœnixville, and pays rental to it for office buildings, &c.

Delivery is made to the Phœnix Bridge Company as soon as the material is loaded on cars for shipment, and that company attends to its transportation and erection.

In effect, the Phœnix Bridge Company sublet the manufacture of the Quebec bridge to the Phœnix Iron Company, but itself undertook the design and erection. No mention of the Phœnix Iron Company is made in the contract with the Quebec Bridge and Railway Company or in any of the correspondence relating to it.

The officers of the Phœnix Bridge Company and of the Phœnix Iron Company respectively are as follows:—

PHŒNIX BRIDGE COMPANY:

David Reeves, president.
Wm. H. Reeves, general superintendent.
Geo. Gerry White, secretary.
Frank T. Davis, treasurer.
John Sterling Deans, chief engineer.

PHŒNIX IRON COMPANY:

David Reeves, president.
Wm. H. Reeves, general superintendent.
Geo. Gerry White, secretary.
George C. Carson, Jr., treasurer.
Frank P. Norris, manager.

HENRY HOLGATE,
Chairman.

J. G. G. KERRY,
J. GALBRAITH.

APPENDIX No. 5.

THE EFFECT OF FINANCIAL LIMITATIONS UPON THE DESIGN OF THE BRIDGE, AND A DISCUSSION OF THE EVIDENCE RELATING TO THIS.

The fact that the carrying out of the bridge project was for years delayed by lack of funds, being a matter of common knowledge, it was desirable to investigate the effect of this condition upon the design and execution of the work.

Mr. Cooper has stated that 'during the early progress of the work it was an open secret that the Quebec Bridge Company had but a small amount of money in sight.' (See Evidence.)

In proof of this statement reference may be made to the following facts:—

Between 1887 and 1898 the Quebec Bridge Company accomplished practically nothing.

In 1900, it let the contract for the substructure, payment to be made partly out of subsidies and partly in bonds of the company to be accepted at 60 per cent of the face value, and offered its superstructure contract on similar terms.

In 1900 its securities were thoroughly investigated by the leading firms of American bankers, who declined to invest in them.

The Phœnix Bridge Company was paid for the construction of the approach spans not by the Quebec Bridge Company, which ordered them, but by Mr. M. P. Davis. (Deans to Barthe, August 23, 1901, Ex. 74 H.)

It must have been clear to the engineers from the first that the financial conditions were such that nothing but absolutely necessary work could be undertaken.

The effect of the lack of funds is noticeable in the methods of calling for tenders, and of letting contracts, and in the delays that occurred in the execution of the work.

In September, 1898, the bridge contracting firms were asked to submit tenders upon their own designs, to be drawn in accordance with certain specifications. Practically this meant that each bridge company was asked to spend several thousand dollars on the preparation of plans, and that in return it was given an opportunity to bid for a contract to be let by a company of weak financial standing. The result was that although the magnitude of the work placed it outside the limits of established practice, most of the tenders submitted were made from immature studies based upon insufficient data. The evidence shows that the Phœnix Bridge Company gave more time and attention to the competition than any other tenderer, but the error afterwards made by it in assuming the weight of the structure for final designs shows how faulty the estimate accompanying its original tender was. We consider that the procedure adopted in calling for tenders was not satisfactory in view of the magnitude of the work, and was not calculated to produce the most efficient results.

In his evidence (see Evidence) Mr. Hoare ascribes the failure of the Quebec Bridge Company to take advantage of the lump sum tender of the Phœnix Bridge Company to lack of funds. We are satisfied from the knowledge gained during the designing of the 1,800-foot span, that the 1,600-foot span could not have been built with the weight of metal stated in the tender of March 1, 1899. Mr. Deans' letter to Mr. Hoare (Ex. 75 D, April 14, 1899) shows that the Phœnix Bridge Company expected that its tender would be modified before the work was built. The letter is as follows:

April 14, 1899.

(Personal and private.)

Mr. E. A. Hoare,
Chief Engineer, Quebec Bridge Company,
Quebec, Quebec.

Dear Mr. Hoare,—Mr. Szlapka and I were with Mr. Cooper the greater part of yesterday, and you will be glad to learn there was not a single vital or important criticism or mistake to be found in our plans. All the slight differences, such as dead load, anchor arms, reverse stresses, in one or two members, thickness of some detail plates, &c., were all thoroughly discussed and satisfactorily settled, and not a single one would *affect in any way our price or our proposition.* It was especially gratifying for us to learn this.

Mr. Cooper, however, somewhat upset me, by making the following remark, which of course I understood was entirely personal and without any full knowledge of the situation. He said: 'Well, Deans, I believe that all of the bids will probably overrun the amount which the Quebec Bridge Company can raise, and that the result will be as is usually the case, that all of the bids will be thrown out and a new tender asked on revised specifications and plans.'

I told Mr. Cooper that while this might be the usual procedure, that in the present case it was distinctly understood that whoever was the lowest bidder under the present specifications and plans would be awarded the work, and *if any modifications were made their bid would be altered accordingly,* as this could readily be done through a conference with the Bridge Company's engineers and ourselves; as we could undoubtedly build as cheap a structure as any other company, and that unless this plan was carried out as understood and agreed upon, the present bidders would be placed in a very unfair position after the expenditure of great time and expense.

I finally succeeded in convincing Mr. Cooper that this was the only fair method, but I think it will take the greatest care on your part to see that his report is not worded in such a way as to give the directors an opportunity of following this suggestion. Mr. Cooper undoubtedly desires to be perfectly fair, but not having been through this whole matter like ourselves, does not fully understand the situation. I trust, therefore, that you will give his report the most careful scrutiny, and get it in the right shape before it is submitted, as far as this suggestion is concerned. It would simply be just what our competitors, and particularly the Dominion Bridge Company, would like, or the Union Bridge Company in fact, and I shall be much interested to hear from you on this point.

You have not advised me to whom I shall send the revised price, including delivery of the material from Quebec and Lévis to site.

Mr. Lindenthal and I have an appointment with Mr. Cooper next Tuesday, to discuss the suspension plan.

Kindly advise me when you will desire the revised propositions of the suspension design.

Yours truly,

JNO. STERLING DEANS.

We desire to draw attention to this letter, because it indicates that the contract was subsequently awarded on the result of this competition, the basis of the award being a lump sum tender, which could not have been accepted without modifications.

These errors we ascribe to failure on the part of the Quebec Bridge Company to provide for sufficient preliminary studies of the project by its own engineers. It should also be noted that in the opinion of Mr. Cooper the preliminary surveys from which the main spans and the position of foundation piers, &c., were first determined were entirely insufficient (see Evidence); further examinations and borings were made on his advice, and resulted in radical alterations in the design.

In April, 1900, the Phœnix Bridge Company undertook to complete the plans for the bridge with all possible speed. In May, 1900, the Quebec Bridge Company, on the advice of its consulting engineer, determined to adopt a main span of 1,800 feet, and tacitly approved alterations of the specifications. The contractors were ordered to proceed with the designing for the 1,800-foot span under the supervision of Messrs. Hoare and Cooper, but the new specifications, which had to be accepted and officially approved by the Canadian government, were not issued until the summer of 1903. This delay of three years seems to have occurred with the mutual consent of the Quebec Bridge Company and the Phœnix Bridge Company. The Quebec Bridge Company was not in a position to pay for the work, and did not demand that the designing be proceeded with, nor did it furnish the necessary data for the designing. The Phœnix Bridge Company was occupied with other contracts, and did not make any further expenditures on behalf of the Quebec Bridge Company until the financial position was assured.

When the Dominion government finally came to be more closely identified with the Quebec Bridge Company, in 1903, it intimated unofficially to the Phœnix Bridge Company its desire that the bridge should be ready for the Quebec Tercentenary in 1908 (see Ex. 77 U). For this and for ordinary business reasons the Phœnix Bridge Company hurried the work of designing and manufacture as much as possible, this hurry resulting in errors, but not in those errors which were the immediate cause of the accident, these having been previously made. It is necessary in designing a bridge to commence by assuming what its weight will be, and as the design progresses to alter this assumption by calculation from the drawings. In the rush following the final financial arrangements of 1903, the necessity of revising the assumed weights was overlooked both by the engineers of the Phœnix Bridge Company and by those of the Quebec Bridge Company, with the result that the bridge members would have been considerably over-stressed after completion. This error was sufficient to have condemned the bridge had it not fallen owing to other causes.

During the period occupied in the development of the details of the design, the designing engineer and his staff were absorbed in the preparation of detail plans, and this resulted in the slighting of matters of primary importance.

Under the circumstances this condition was unavoidable, but could have been improved had the time between April, 1900, and August, 1903, been used in consideration and preparation of designs; otherwise business matters were in such shape that the Phœnix Bridge Company were not warranted in expending time and money in this direction.

It is also proper to inquire whether the engineers modified their designs to the injury of the bridge on account of the financial conditions.

The importance of economy in the preparation of the first tenders is shown by the letter already quoted.

The tenders, however, had to conform to the original specifications, and there is no evidence of unwise economy in the provisions of these.

Mr. Cooper's attitude with regard to cost, while he was examining the plans and tenders, is shown by the following letter:—

April 19, 1899.

(Personal.)

E. A. Hoare, Esq.,
Chief Engineer, Quebec Bridge Company,
Quebec, Quebec.

Dear Mr. Hoare.—I spent most of yesterday in New York in consultation with Mr. Cooper and Mr. Lindenthal, and found that Mr. Cooper had no serious complaints to make in connection with Mr. Lindenthal's plan; in fact he expressed himself as much interested in the ingenious design.

It developed, however, in conversation, and Mr. Cooper so expressed himself to Mr. Lindenthal, that in view of the amount of the bid under his design, he would not give Mr. Lindenthal's plan careful and detailed consideration, and would so report This rather exasperated Mr. Lindenthal, and for a time I feared he might withdraw his bid, but it was smoothed over and I think will be permitted to stand. Mr. Lindenthal thought that Mr. Cooper should report solely and wholly *on the merits of the several designs*, without any regard to cost, and each design should have the same careful consideration, and that you and your company alone should consider the question of price. I know this is entirely different from Mr. Cooper's instructions, and that it would be useless to spend detailed investigations upon plans which are very expensive in price, but Mr. Lindenthal viewed the matter from an engineer's standpoint, and having taken such unusual pains with the design and estimate felt that he was in a measure being slighted.

Mr. Cooper advises that he will finish about May 1.

I think it of the utmost importance to see you some time before that date, and write to ask if you will not come to New York. Cooper also advised me that he had no authority to receive any revised bids for possible reduction in suspension bridge wire, and I think this entirely proper. It seems to me, however, *that you should have all of these bids in your hands at once, and I will be prepared to submit ours when you come to New York.*

Please let me know at once and by *wire* when you will be in New York.

Yours truly,

JNO. STERLING DEANS,
Chief Engineer.

In his report upon the competitive tenders submitted on June 23, 1899, Mr. Cooper says:—

'The tender accompanying this plan (from the Phœnix Bridge Company) is the lowest in price, and is the most favourable as to prospective duties upon the materials to be used in its construction. I therefore hereby conclude and report that the cantilever superstructure plan of the Phœnix Bridge Company is the "best and cheapest" plan and proposal of those submitted to me for examination and report.'

There is no evidence whatever to indicate that economy at the expense of efficiency was ever considered by Mr. Cooper. His award was made distinctly to the lowest tenderer, and he so states, but in the preceding paragraphs the accepted design is stated to be 'an exceedingly creditable plan' and 'in accordance with your specifications.'

The full text of the report and Mr. Cooper's evidence show that his award was made for technical reasons, although he did not overlook costs; and he states that (see Evidence) he was left absolutely unhampered in any manner in his report as to which he should consider the best plan and the best bridge.

In a memorandum accompanying his original report, Mr. Cooper indicated his desire to alter the specifications, and to reconsider the length of the main span as soon as proper foundation surveys could be made.

These changes were subsequently made, but it does not appear that economy was the ruling factor in his selections. He unquestionably increased the unit stresses, but not to a point beyond those already adopted by the Bridge Department of the city of New York for its great bridges, and the increase can be stated to be in harmony with the most advanced practice of that time, and due more to an instinct of wise investment than to any endeavour to simply cheapen the structure. The wisdom of his modifications is discussed in appendix 18.

In his evidence (see Evidence) Mr. Cooper has outlined his intentions in making his alterations, and a desire not to involve the Quebec Bridge Company in a greater

expenditure than was at first anticipated is given among them; but on the same page it is sharply stated that he would not recommend any plans that did not promise to give a safe and satisfactory structure.

The facts that have been discussed in this appendix show that while there is no evidence of any cheap and insufficient work being purposely done by either Mr. Cooper or the Phœnix Bridge Company, there is evidence to prove that the financial weakness of the Quebec Bridge Company seriously interfered with the carrying out of the undertaking.

The Phœnix Bridge Company were limited only by the specifications as amended by Mr. Cooper, endorsed by the government and concurred in by themselves, and no sum of money or total weight was set as a limit in the designing or building of the superstructure, the sole aim of all being to produce a safe and economical bridge.

The Phœnix Bridge Company were paid for the work at so much per pound, so there was no incentive to the Phœnix Bridge Company to make the bridge lighter than they deemed it should be.

HENRY HOLGATE,
Chairman.
J. G. G. KERRY,
J. GALBRAITH.

APPENDIX No. 6.

THE HISTORY OF THE DEVELOPMENT OF THE SPECIFICATIONS AND A DISCUSSION OF THE EVIDENCE RELATING TO IT.

During the summer of 1898, Mr. E. A. Hoare, acting in his capacity of chief engineer of the Quebec Bridge Company, prepared the first set of specifications for the construction of the bridge. On July 2, 1898, Mr. Hoare was instructed by resolution of the board of directors of his company to communicate with Mr. Collingwood Schreiber, the deputy minister and chief engineer of the Department of Railways and Canals, so that a set of specifications would be secured that would be satisfactory both to the government and to the Quebec Bridge Company. On direction of Mr. Schreiber, Mr. Hoare submitted his draft specifications to Mr. R. C. Douglas, the bridge engineer of the department, for criticism.

Mr. Douglas states in his evidence (see Evidence) that he read over the specifications with Mr. Hoare, but did not suggest any alterations in them, because Mr. Hoare met his objections by explaining that the specifications would be used only in connection with preliminary competitive tenders and not for the construction of the bridge. He made no official report upon them.

These specifications are, as stated by Mr. Douglas, mainly a direct copy from the general specifications for steel and iron bridges issued by the Department of Railways and Canals in 1896. An examination bears out Mr. Cooper's statement (see Evidence) that they were not drawn by anyone having the magnitude of this bridge structure in mind.

On August 31, 1898, Mr. Schreiber, by letter, notified the Quebec Bridge Company that Mr. Hoare's specifications had been approved (Exhibit 5).

They were printed on order of the Quebec Bridge Company over date of September 1, 1898, and a copy of them was sent out with each of the invitations to tender mailed to bridge contractors in September 1898 (Exhibit 21).

On November 12, 1900, a subsidy agreement No. 13988 (Exhibit 12) was made between the Government of Canada and the Quebec Bridge Company by which, on certain conditions, assistance to the amount of $1,000,000 was promised to the Quebec Bridge Company. The Hoare specifications were made a part of this agreement, with one alteration, viz., the length of the main span was made 1,800 feet instead of 1,600 feet, the Quebec Bridge Company having officially decided on the longer span on May 5, 1900. There is no evidence to show that these specifications were reconsidered at this time by the technical advisers of the government.

The original specifications were not used in the design of the approach spans which were made in 1901-2, alterations being made to meet the wishes of Mr. Douglas, whose approval was required by the deputy minister and chief engineer before payments on subsidy account could be authorized.

Mr. Cooper, in a memorandum accompanying his original report of June 23, 1899 (Exhibit 9), indicated that he thought the specifications could be modified with considerable advantage to the interests of the company. On May 1, 1900, Mr. Cooper recommended to the company the adoption of the 1,800-foot main span, his recommendation being dependent upon the use of certain alterations in the specifications which were, in his opinion, desirable and justifiable. In a letter of even date to the Hon. S. N. Parent, he suggests that he 'be instructed to make such modifications in the adopted competitive plan when adapted to the new lengths, as may tend to reduce the cost without reducing the carrying capacity or the stability of the structure.'

On May 5, 1900, the board of directors of the Quebec Bridge Company directed its engineers (Messrs. Cooper and Hoare) to instruct the contractors (the Phœnix Bridge Company) to prepare plans using the 1,800-foot span recommended by Mr. Cooper. No active effort was made by the officials of either company to carry out these instructions, and the amendments to the specifications which had to be formally approved by the government before the plans could be commenced were not actively discussed until May, 1903. The delay was due to financial reasons, no one knowing when the work would proceed.

The National Transcontinental Railway project, which was made public in the spring of 1903, was so planned that a bridge near Quebec would be a national necessity, and legislation involving a guarantee by the government of the securities of the Quebec Bridge Company was proposed. With the improved financial outlook, the activity of the engineers and contractors was renewed. Mr. Cooper prepared his amendments to the original specifications, and sent them to Mr. Szlapka, the designing engineer of the Phœnix Bridge Company, for his information and criticism. Mr. Szlapka criticized the draft, and returned it to Mr. Cooper, after having taken a copy of it, on May 20, 1903. The comments in his letter show that he had carefully considered the purport of the amendments. Mr. Deans, returning from Ottawa, wrote to Mr. Cooper on May 22, 1903, as follows: 'I was requested by the Ottawa officials to urge upon you to act as promptly as possible in the matter of completing the specifications, and to forward the same to Mr. Hoare without delay. There is urgent necessity of their taking prompt action.'

On May 28, 1903, Mr. Deans wrote to Mr. Cooper, suggesting some alterations in his draft for the amendments, one of which appears in the preface to Mr. Cooper's draft of June 2, 1903. Mr. Cooper completed his draft of the amendments, and forwarded it to Mr. Hoare, accompanied by a memorandum dated June 2, 1903 (Exhibit 21). A copy of the papers was sent also to Mr. Deans.

Mr. Deans, under date of June 4, 1903, acknowledged the receipt of these papers, and expressed the hope that 'we will soon hear that these specifications have been approved by the government.'

On June 16, 1903, Mr. Szlapka, at the request of Mr. Deans, sent to Mr. Hoare two sheets of calculations comparing the stresses permitted under the Hoare specifications with those permitted by the Cooper amendments. In the accompanying letter

(Exhibit 21) he stated: 'With figures given I hope you will be able to see that the difference between the two specifications is very immaterial. Where the new specifications give smaller sections than your specifications, it will be found during actual final computations that owing to the magnitude of the structure, and consequently the very large dead load as compared with the live load, the unit stresses selected are fully justified.' On the sheets accompanying this letter the amendments are referred to as the 'Proposed specifications of June, 1903. (Theo. Cooper and Phœnix Bridge Company.)' The officials of the Quebec Bridge Company were therefore distinctly advised that both Mr. Cooper and the engineers of the Phœnix Bridge Company considered the adoption of the amendments entirely desirable.

Owing to the terms of the subsidy agreement of November 12, 1900 (Exhibit No. 12), it was necessary to have these amendments approved by the government, and they were accordingly transmitted to Mr. Schreiber by the Quebec Bridge Company. Mr. Schreiber handed the papers to Mr. Douglas for report shortly after they reached his office, and on July 9, 1903, Mr. Douglas made his report in writing (Exhibit 63). In it he advised the adoption of many of Mr. Cooper's suggestions, but criticized the high unit stresses that were proposed, and the suggestion made in the memorandum as to using the bridge for heavier rolling loads than those specified in the amendments. He also advised that the Quebec Bridge Company be required to submit new specifications, and not merely amendments to the approved Hoare specifications.

Mr. Douglas' opposition was evidently anticipated, as will be seen by the letter from Mr. Hoare quoted in the evidence. On receipt of the report of July 9, 1903, Mr. Schreiber had to decide whether he would depend upon Mr. Cooper or upon Mr. Douglas for technical advice, and evidently decided in favour of the former, for, as stated in the evidence, Mr. Douglas from that time had no authoritative connection with the undertaking.

Mr. Cooper's intention in making these amendments was, as stated in his evidence, to rearrange the wind and live loadings so that they would more nearly correspond to his own prediction of the actual loadings that would come upon the structure; and accordingly he decreased the wind load and increased the rolling live load. He was also of the opinion that the maximum stresses might safely be increased, and had recommended the 1,800-foot span on the assumption that this increase would be permitted. He was throughout impressed with the necessity of making his changes without adding to the financial demands on the resources of the company.

Mr. Schreiber's views are stated in a letter to Mr. Cooper under date of July, 1903 (Exhibit 21), which reads as follows:—

Dear Sir,—I have received from Mr. E. A. Hoare two memoranda made by you in respect of the plans of the superstructure of the Quebec bridge, suggesting certain modifications which you consider desirable.

Inasmuch as the contract for this structure contains an express specification by which I am bound, I am unable, as matters stand, to sanction any deviations from it.

I am, however, strongly impressed with the expediency, in order not to hinder the progress of the work of manufacture, of permitting you certain latitude in the preparation of the detail plans, even to the extent of adopting (with my own concurrence) such modifications as may appear proper; and holding this view, I have asked that authority be given me by order in council which will enable me to act in that direction.

Nothing can, of course, be done until such order is passed, but on receipt of it I will communicate with you immediately.

'Faithfully yours,

Mr. Schreiber communicated with the Minister of Railways and Canals as indicated in the foregoing letter on July 9, 1903, and his recommendations were transmitted by the minister to council on July 18, 1903, and form the substance of the order in council of July 21, 1903 (Exhibit 17). This order reads as follows:—

EXTRACT from a report of the committee of the Honourable the Privy Council, approved by the Governor General on July 21, 1903.

On a memorandum dated July 18, 1903, from the Minister of Railways and Canals, representing that a communication has been received from the chief engineer of the Department of Railways and Canals, in regard of the bridge across the River St. Lawrence, near Quebec, now in course of construction, reading as follows:—

OFFICE OF THE DEPUTY MINISTER AND CHIEF ENGINEER,
OTTAWA, ONT., July 9, 1903.

L. K. JONES, Esq.,
Secretary, Department Railways and Canals,
Ottawa.

SIR,—Certain questions are at present under consideration and discussion between Mr. Theodore Cooper, the consulting engineer of the Quebec Bridge Company, and myself, involving the expediency of adopting some slight modifications of the specification for the superstructure of the bridge across the St. Lawrence river, now in course of construction by that company, attached to the subsidy contract made with them; Mr. Cooper having prepared detailed plans and specifications of such superstructure which call for special consideration.

Mr. Cooper is a bridge engineer of high standing in New York, and a man of repute and reliability. He has made a very careful study of the necessities of this superstructure, which, I may say, was especially imperative in view of the unusual magnitude of the span and of the general design of the work. His modifications may therefore reasonably be considered to be in the best interests of the work, and being engaged continuously upon the work during construction Mr. Cooper will be in the best position to note the requirements of the structure as the work progresses.

In a work of this character and magnitude it is highly important that no delay should arise from causes not absolutely unavoidable, to hinder the steady prosecution of construction, and there is reason to believe that the company require immediate instructions to proceed.

In connection with the foregoing I would suggest that the department be authorized to employ a competent bridge engineer to examine from time to time the detailed drawings of each part of the bridge as prepared, and to approve of or correct them as to him may seem necessary, submitting them for final acceptance to the chief engineer of Railways and Canals.

I have the honour to be, sir,
Your obedient servant,

COLLINGWOOD SCHREIBER,
Chief Engineer.

The minister recognizing the point urged by the chief engineer that there should be no hindrance thrown in the way of the parties engaged in the construction of the bridge superstructure, and considering that under the circumstances the course suggested by him is the best that could be adopted for the avoidance of delay, recommends that authority be given for leaving the matter in the hands of the chief engineer to the extent expressed in his communication, it to be understood that any action taken under his authority in respect of the said bridge shall be regarded and treated as in no way a violation of the company's subsidy contract dated the 12th of

November, 1900, which contract, if carried out in accordance with the decisions of the chief engineer and to his satisfaction, shall be deemed to have been properly fulfilled.

The committee submit the same for approval.

JOHN J. McGEE,
Clerk of the Privy Council.

Mr. Schreiber's principal recommendation was 'that the department be authorized to employ a competent bridge engineer to examine from time to time the detail drawings of each part of the bridge as prepared, and to approve of or correct them as to him may seem necessary, submitting them for final acceptance to the chief engineer of Railways and Canals.' In other words, it was his intention to place the final control of the bridge construction in the hands of a specially chosen bridge expert, who would be an employee of the department, and who would report directly to the deputy minister. As soon as the order in council was passed, inquiry was commenced for a suitable engineer.

The policy of Mr. Schreiber was not in accordance with the wishes of the Quebec Bridge Company and its associates—(see letters, Hoare to Cooper, July 1, 1903 (Exhibit 70 I); Parent to Fitzpatrick, June 29, 1903 (Exhibit 70 T); Fitzpatrick to Parent, July 18, 1903 (Exhibit 73 C)—and as soon as Mr. Cooper fully understood the deputy minister's plans he protested vigorously. His position is very clearly set forth in the following letter:—

NEW YORK, July 31, 1903.

DEAR MR. HOARE,—I am in receipt of papers from Mr. Schreiber which surprise me. He is to select an engineer in New York who will examine from time to time the plans, approve or correct the same as to him may seem necessary, &c.

This puts me in the position of a subordinate, which I cannot accept.

It does not relieve the situation a bit. Such an engineer must either be given liberty to do what he thinks best or he must have the very instructions which I have sought, stating to what extent there may be modifications from the general specifications, if any are to be allowed.

In either case he becomes the engineer in whom trust and confidence are reposed.

It seems to me a very simple matter for the chief engineer of Railways and Canals to decide that the 'original specifications must be rigidly carried out,' or 'that certain modifications are approved,' or 'that the company has perfect liberty to carry out the work to the best advantage, provided the efficiency of the original contract be not reduced.' I would then know where I stand.

I have written to Mr. Schreiber that I do not see how such an engineer could facilitate the progress of the work or allow me to take any responsible steps independently of his consent.

Yours truly,

THEODORE COOPER.

On July 30, 1903, Mr. Cooper wrote to Mr. Deans, advising him of Mr. Schreiber's programme, and Mr. Deans intervened actively. The following letters show very clearly that the Phœnix Bridge Company heartily supported Mr. Cooper in his contention, and that the Quebec Bridge Company was in full sympathy with their views:—

(Exhibit No. 74 W.)

July 31, 1903.

E. A. HOARE, Esq.,
Chief Engineer, Quebec Bridge Company,
Quebec, Canada.

DEAR MR. HOARE,—I was greatly exercised this morning upon receiving a letter from Mr. Cooper under date of July 30, stating that he had received from Mr.

Schreiber copy of the 'order in council,' and also a letter from Mr. Schreiber. In this letter Mr. Schreiber states he has asked for authority to employ a competent bridge engineer to examine from time to time the detail drawings of each part of the bridge as prepared and to *approve of or correct them* as to him may seem necessary, *submitting these for final acceptance* to the chief engineer of Railways and Canals. Mr. Schreiber further says, 'I have not yet named an *engineer in New York to consult with you,* but will do so without unnecessary delay, and in the meantime I think you may safely go to work on the plans.'

The seriousness of this action I have not the least doubt you will appreciate immediately. It leaves the entire matter 'up in the air,' and much worse than the condition we were all trying to avoid—which was to save most important time, and that when Cooper once approved our designs and details it would be final and accepted by the department. This is why I understand you secured the 'order in council.' It practically brings all matters to a standstill, as neither Mr. Cooper or ourselves would know where we stand until this new hand could be consulted with, and even then we would only know as each plan was passed upon.

I cannot impress upon you too strongly the necessity of taking immediate action to stop any such plan as suggested by Mr. Schreiber.

When you consider that the entire feeling and action of Mr. Cooper's was to save the Quebec Bridge Company needless expense, without the least sacrifice in the design or efficiency of the structure, it has certainly proven a thankless task for all concerned, and unless this present action upon Mr. Schreiber's part is immediately stopped the entire business will be in a worse condition than if it had been let entirely alone.

I am trying to reach you by 'phone, as I appreciate the necessity of immediate action.

Yours truly,

JNO. STERLING DEANS,
Chief Engineer.

(Exhibit 70 L.)

(Letterhead of Phœnix Bridge Company.)

PHŒNIXVILLE, PA., July 31, 1903.

THEODORE COOPER, Esq.,
Consulting Engineer,
35 Broadway, New York, N.Y.

DEAR MR. COOPER,—To say that I was surprised by the contents of your letter of July 30 is putting it mildly. I am trying to reach Mr. Hoare by 'phone. In addition, I have wired him, and have also written a strong letter expressing my feeling in the matter.

The suggested action by Mr. Schreiber would place the business in a much worse condition than it was originally in. The 'order in council' was taken solely to save time and to have your approval of our details final and binding on the government—it simply being necessary to have Mr. Schreiber's signature as a matter of form. It has certainly proven to be a thankless task so far, in trying to save the Quebec Bridge Company a large amount of money, without in the least affecting the efficiency of the structure.

We of course agree with you that we are at a standstill until this matter is settled, as certainly the matter of a new engineer is an uncertain quantity at present.

I cannot but believe that a trip to Quebec by yourself and myself would tend to clear the situation.

Yours truly,

JNO. STERLING DEANS,
Chief Engineer.

(Exhibit No. 70 M.)

(Letterhead of Phœnix Bridge Company.)

PHŒNIXVILLE, PA., August 1, 1903.

Mr. THEO. COOPER, C.E.,
35 Broadway, New York, N.Y.

DEAR MR. COOPER,—I talked with Mr. Hoare over the 'phone yesterday (the service was not very satisfactory), and also wired him two long messages, and have received his reply, stating that 'he will take up the question with parties at Ottawa, and that we should go ahead, and if anything turns up to cause *trouble tell Cooper to let me know at once.*' I have written him again, and urged him to stop entirely this proposed plan, and explaining that the sole purpose of the order in council was to give you the final authority to settle all details, the government approval being a mere formality, and in this way save time which was so valuable. I personally think it would have been much better to have had Douglas as originally proposed rather than to have the present plan carried out; but we must insist upon having the whole matter stopped.

Yours truly,

JNO. STERLING DEANS,
Chief Engineer.

(Exhibit No. 80 P.)

(Telegram.) August 3, 1903.

E. A. HOARE, Chief Engineer,
Quebec Bridge Company,
Quebec, Canada.

I found Cooper had written and wired you, and feels much more strongly than I do the serious result of any such action. It would be disastrous to have proposed appointment finally made. You and I should see Schreiber in Ottawa at once, and come to some better understanding. As it now stands nothing can be done on plans. Answer to Phœnixville.

JNO. STERLING DEANS.

Mr. Cooper went to Ottawa and discussed the situation with Mr. Schreiber, who, as a result of this conference, made a further recommendation to the minister under date of August 13, 1903 (Exhibit 65). This recommendation is embodied in the order in council passed on August 15, 1903 (Exhibit 18).

The text of this order in council is as follows:—

EXTRACT from a report of a committee of the Honourable the Privy Council, approved by His Excellency on the 15th August, 1903.

On a memorandum dated August 13, 1903, from the Minister of Railways and Canals, representing that by an order in council of July 21, 1903, authority was given, in accordance with a suggestion made by the chief engineer of the Department of Railways and Canals, for the employment of a competent bridge engineer to examine from time to time detail drawings of the superstructure of the bridge across the River St. Lawrence, near Quebec, now in course of construction, in view of certain modifications suggested by the consulting engineer of the Bridge Company; the said plans to be submitted for final acceptance to the chief engineer of the Department of Railways and Canals.

The minister further represents that the chief engineer has this day reported, stating that, as the result of the personal interview had with the company's consult-

ing engineer, he would advise that, provided the efficiency of the structure be fully maintained up to that defined in the original specifications attached to the company's contract, the new loadings proposed by their consulting engineer be accepted; all detail parts of the structure to be, however, as efficient for their particular function as the main members for theirs, the efficiency of all such details to be determined by the principles governing the best modern practice, and by the experience gained through actual test; all plans to be submitted to the chief engineer, and until his approval has been given not to be adopted for the work.

The minister recommends that authority be given for following the course so advised by the chief engineer, the order in council of July 21 last to be modified accordingly.

The committee submit the same for approval.

JOHN J. McGEE,
Clerk of the Privy Council.

Mr. Cooper's interpretation of the order in council of August 15 was that it gave him an absolutely free hand, provided efficiency was maintained up to the standard of the specifications attached to the subsidy contract.

Necessarily throughout the development of the design of the structure cases would arise when further modifications of the written specifications would appear desirable. Such cases did arise, and were met from time to time by Mr. Cooper. In such cases he proceeded according to his interpretation of the order in council, and did not submit further opinions to the government engineers for approval.

In this connection, Mr. Schreiber differs from Mr. Cooper, as the following extract from his evidence shows:—

Q. Considering the relation of Mr. Cooper to the Quebec Bridge and Railway Company, and your opinion of Mr. Cooper's ability, and the relation of the government with the Quebec Bridge and Railway Company, would you consider that Mr. Cooper would have the power or authority to amend the specifications for the work from time to time as he might consider necessary or desirable, and would those amendments be tacitly accepted by all parties concerned?

A. (Mr. SCHREIBER).—No, I think not. They would have to be submitted to me, and they would come before our bridge engineer—before the bridge engineer of the Department of Railways and Canals—before they would be accepted.

Q. So that, unless we can find a formal acceptance of the changes or alterations made in the specifications we would have to consider them as unauthorized?

A. (Mr. SCHREIBER).—Certainly.

There is, however, no evidence to show that Mr. Schreiber even questioned any decision made by Mr. Cooper or in any way interfered with him. We consider that in this Mr. Cooper was acting, as he believed, in the best interests of the work.

A copy of the order in council was sent to the Phœnix Bridge Company, so they were aware of its conditions, one of which was: 'all plans to be submitted to the chief engineer (Mr. Schreiber), and until his approval has been given not to be adopted for the work.' This condition also was embodied in explicit form in the contract between the Phœnix Bridge Company and the Quebec Bridge Company, and yet, the engineer of the Phœnix Bridge Company when asked, 'Did you consider the approval of the plans by the Department of Railways and Canals a condition precedent to the fabrication of the bridge,' answered, 'No.'

The specifications thus officially amended by authority of order in council were transmitted to the Phœnix Bridge Company. When asked, 'Did you fully concur in all the amendments made in the specifications, having in mind that you were endeavouring to produce the best possible bridge,' Mr. Szlapka, the designing engineer of the Phœnix Bridge Company, answered, 'The amendments made in the specifications by Mr. Cooper were not subject to my approval.'

The action of Mr. Schreiber at this time and subsequently can only be explained on the assumption that he considered the order in council of August 15, 1903, to be a direction to him to place the responsibility for the building of the bridge entirely in Mr. Cooper's hands. Mr. Cooper's amendments were according to Mr. Douglas' evidence, accepted and used by the department in subsequent examinations of plans (see Evidence), and Mr. Cooper's signature was considered by the department practically as a final warrant of the sufficiency of the plans (see Evidence).

That the proceedings of the department were irregular, and that Mr. Cooper was assuming a degree of authority not in keeping with the wording of the order in council of August 15, 1903, was clear to the Quebec Bridge Company, as the following letter shows:—

(Exhibit No. 81 C.)

(Letterhead, Quebec Bridge and Railway Company.)

QUEBEC, May 27, 1907.

J. S. DEANS, Esq.,
Chief Engineer, Phœnix Bridge Company,
Phœnixville, Pa.

DEAR SIR,—In reply to your letter of the 24th inst., I am aware that you are doing everything that is possible to hasten the forwarding of the plans for approval by the government, except that much time might have been saved if Mr. Cooper had signed the tracings instead of having to sign so many blue prints.

The signature of the consulting engineer does not comply with the government regulations. The order in council passed some years ago only authorized certain modifications in the specification and details from time to time, if found necessary. The obligations under contracts, with the company and the government still remaining, viz., that no work is to be proceeded with or estimates paid until the final plans have been passed through the various stages required by the government in the Department of Railways and Canals. This is the point they are objecting to. Understand that it is not myself that is raising any question, but I am only endeavouring to bring you in line with the contracts. The government has passed no order in council cancelling your obligation to have all your plans approved at Ottawa before any metal is fabricated. We are under very close investigation now.

Yours truly,

E. A. HOARE.

It should be stated that the Quebec Bridge and Railway Company was throughout fully advised of what was being done at New York and Phœnixville, and did not make any objection to the authority assumed by Mr. Cooper or to the acceptance of that authority by the Phœnix Bridge Company, notwithstanding provision to the contrary existing in the contract. This letter also indicates a more active supervision on the part of the government than had previously been exercised.

The Phœnix Bridge Company was immediately advised of the terms of the order in council of August 15, 1903 (see letter, Cooper to Hoare, August 21, 1903), but being fully aware of the arguments and influences that had brought about the enactment of that order, they concluded that it was intended to grant exactly what Hon. S. N. Parent had asked for in his letter of June 29, 1903 (Exhibit 70 J).

Mr. Deans and Mr. Szlapka in their evidence (see Evidence) make it very clear that they considered Mr. Cooper's pronouncements final, and not liable to alteration either by the Quebec Bridge and Railway Company or by the Dominion Government.

In the opinion of the commission it is always desirable, when an entirely novel problem is to be solved, to have the advice of several engineers upon the unproven

features of the design before attempting to execute it. Having accepted the government's decision to depend upon the advice of only one man, the authorities thereafter acted in accordance with the best knowledge of the time; and the most competent engineers would have endorsed the concentration of responsibility upon the most experienced and able man.

In effect, after August 15, 1903, instructions given by Mr. Theodore Cooper from time to time were the specifications. In the offices of the Phœnix Bridge Company and in the works of the Phœnix Iron Company the Hoare specifications as amended by Mr. Cooper were recognized as official and were so used (see Evidence, and exhibits 99, 100, 101 and 102). It was recognized by these companies that Mr. Cooper had authority to alter any requirements of the specifications, and it is in evidence that this authority was not infrequently exercised.

HENRY HOLGATE,
Chairman.
J. G. G. KERRY,
J. GALBRAITH.

APPENDIX No. 7.

A DESCRIPTION OF THE ORGANIZATIONS AND STAFFS MAINTAINED BY THE DIFFERENT CORPORATIONS INTERESTED IN THE ERECTION OF THE BRIDGE.

There were four parties directly interested in the building of the bridge, viz.: The Canadian Government, the Quebec Bridge and Railway Company, the Phœnix Bridge Company and the Phœnix Iron Company. Each had its own staff to take charge of the portions of the work in which it was interested.

The commissioners made the personal acquaintance of all the senior officials concerned, and discussed with each of them the duties he was called upon to perform. Evidence has been secured giving the previous experience of these men, their fitness for their several positions, and their duties.

The Dominion government was represented by the deputy minister of the Department of Railways and Canals and his assistants; two deputy ministers and three inspectors having been connected with the work.

The government's interests are set forth clearly in the Subsidy Agreement of November 12, 1900 (Exhibit 12) and in the Guarantee Act of 1903 (Exhibit 1), and throughout the work the Quebec Bridge and Railway Company recognized its obligations to the government by requiring its contractors to do their work in such a manner that it would be acceptable to the government.

Although the deputy minister of the department was charged with the duty of examining the plans and specifications, all of which were subject to his approval, checking up the monthly estimates which were the basis for payments, and exercising general oversight of the work up to the time of its final acceptance, in reality the whole responsibility for specifications, plans and construction was upon the officials of the Quebec Bridge and Railway Company, its interests being identical with those of the government, Mr. Cooper's special qualifications having been officially recognized in the orders in council of July 21 and August 15, 1903 (see Evidence).

The issue at the time previous to the passing of the order in council of August 15 referred to, was whether Mr. Cooper's approvals were to be subject to cancellation on the advice of an expert engineer employed by the department or not. By the order in council of August 15, 1903, the government practically decided that Mr. Cooper's decisions were to be final, and neither Mr. Schreiber nor his successor, Mr. Butler, at any time, interfered with his control of the technical features of the undertaking. Mr. Cooper's understanding of the situation was the same, and this indicates clearly both the government's position and that of Mr. Cooper on this question.

The Quebec Bridge and Railway Company maintained in its service and employed on the work a chief engineer, a consulting engineer, two erection inspectors and four mill and shop inspectors. The chief engineer, Mr. E. A. Hoare, M. Inst. C.E., had an extensive experience as a railway engineer, and had done most of the company's preliminary work. The record of his professional experience will be found in full in his evidence (see Evidence). Mr. Hoare had a high reputation for integrity, good judgment and devotion to duty. From the standpoints of personal character and knowledge of Quebec and its people, no better man could have been found, and the evidence throughout shows that to the best of his ability the company was faithfully served. There is, however, nothing in Mr. Hoare's record that would indicate that he had the technical knowledge to direct the work in all of its branches.

The company's directors do not seem to have realized the importance of the duties pertaining to Mr. Hoare's position and (see Parent to Holgate, January 11, 1908), while believing that he was not competent to control the work, they still gave him the position, the powers and emoluments of the office of chief engineer.

While we can only consider this as a mistake on the part of the Quebec Bridge and Railway Company, yet we regret to say that such appointments are by no means uncommon, and it must be recognized that in many cases good executive ability is valued more highly or considered of more importance than special professional knowledge.

Mr. Hoare personally considered that he was in general control of the construction, and that everything was under his jurisdiction except the approval of plans; the evidence shows that he gave much personal time to the oversight of the fabrication of the material, to inspection of the erection and the preparation of the estimates; it also shows that he lacked a comprehensive grasp of the work that was being done by the inspectors, and that although his subordinates entertained the highest personal regard for him they did not look to him for advice when technical difficulties arose.

Mr. Theodore Cooper, of New York, was the consulting engineer. In the extent of his experience and in reputation for integrity, professional judgment and acumen, Mr. Cooper had few equals on this continent, and his appointment would have been generally approved. Mr. Cooper's strict duties were to examine, correct and approve the plans prepared by the contractors, and to give engineering advice to Mr. Hoare when requested. Mr. Cooper and his chief assistant, Mr. Bernt Berger, carried on a most thorough and painstaking examination of the plans. Mr. Cooper appointed both shop and erection inspectors for reasons explained in his evidence, and had these inspectors report fully and regularly to him. Mr. Cooper states that he greatly desired to build this bridge as his final work, and he gave it careful attention. His professional standing was so high that his appointment left no further anxiety about the outcome in the minds of all most closely concerned. As the event proved, his connection with the work produced in general a false feeling of security. His approval of any plan was considered by every one to be final, and he has accepted absolute responsibility for the two great engineering changes that were made during the progress of the work—the lengthening of the main span and the changes in the specification and the adopted unit stresses. In considering Mr. Cooper's part in this undertaking, it should be remembered that he was an elderly man, rapidly approach-

ing seventy, and of such infirm health that he was only rarely permitted to leave New York.

Mr. Cooper assumed a position of great responsibility, and agreed to accept an inadequate salary for his services. No provision was made by the Quebec Bridge Company for a staff to assist him, nor is there any evidence to show that he asked for the appointment of such a staff. He endeavoured to maintain the necessary assistants out of his own salary, which was itself too small for his personal services, and he did a great deal of detail work which could have been satisfactorily done by a junior. The result of this was that he had no time to investigate the soundness of the data and theories which were being used in the designing, and consequently allowed fundamental errors to pass by him unchallenged. The detection and correction of these fundamental errors is a distinctive duty of the consulting engineer, and we are compelled to recognize that in undertaking to do his work without sufficient staff or sufficient remuneration both he and his employers are to blame, but it lay with himself to demand that these matters be remedied.

During the construction of the substructure, Mr. Cooper visited the bridge site on several occasions, but did not visit the bridge during the erection of the superstructure. He visited the Phœnix Iron Company's shops but three times during the fabrication of the structure.

During erection, Mr. Cooper, upon receipt of information from Mr. McLure, ordered certain work on the erection to be stopped for correction. This order was communicated by him to Mr. Hoare, who stopped the work accordingly.

In the sense that the inspectors looked to Mr. Cooper for advice and directions almost entirely and that he appointed them and issued instructions to them, and also that he dealt directly with the contractors, he assumed many of the duties of a chief engineer. Owing to the special nature of the work, he was the only one in the employment of the Quebec Bridge Company who was capable of assuming these duties. He was not authorized to act in this capacity, nor was he able to visit the bridge during its erection.

Norman R. McLure was an inspector assisting Mr. Edwards in the shops up to the beginning of the erection, when he acted as inspector of erection, being employed during the winter as an inspector in the shops. He was appointed by Mr. Cooper with Mr Hoare's concurrence. He was responsible to both Mr. Cooper and Mr. Hoare, and received instructions from both, but reported to Mr. Hoare principally upon matters regarding monthly estimates, and to Mr. Cooper upon matters of construction. Mr. McLure had definite instructions in writing as to duties from Mr. Cooper (see Evidence), but had none from Mr. Hoare. Mr. McLure is a technical man, a graduate of Princeton University (1904), and previous to the Quebec bridge work was inspector of bridges for the New York, Ontario and Western Railway, and in so far as his experience fitted him, performed his duties well and is a painstaking and capable engineer. He had not full authority on the work, and depended on Mr. Cooper for all technical advice and instructions.

We are at a loss to understand why Mr. Cooper under the circumstances did not place a more experienced man in full local charge of the inspection of erection. We must recognize, however, that the power of making such an appointment did not rest with Mr. Cooper, and that Mr. Hoare has stated in evidence his conviction of his own ability to handle the work.

Mr. E. R. Kinloch acted as inspector of workmanship throughout erection, having been appointed by Mr. Hoare and was responsible to him. Mr. Kinloch's experience on bridge work as given in his evidence shows that while without technical training he had been connected with the building of several heavy structures, and was thoroughly capable of handling ordinary bridge erection. His duties were to watch the structure closely, and to see that the erection work, and particularly the riveting, were properly done and in accordance with the instructions issued by the Phœnix Bridge

Company. While the Phœnix Bridge Company did not recognize his authority, they co-operated cordially with him to the common end of endeavouring to obtain good work. Mr. McLure and Mr. Kinloch worked independently, but all Mr. Kinloch's observations and criticisms were reported to Mr. McLure, and these have added a great deal to the value of the records. Mr. Kinloch was thoroughly at home in his work, and executed his duties carefully and intelligently. He appears from the evidence to have been a keen observer and fully impressed with the importance of his duties. We are, however, convinced that the bridge was too large for one man to thoroughly cover in detail all the work that was entrusted to Mr. Kinloch, and that there should have been more inspectors of equal ability.

Mr. E. L. Edwards was chief inspector of shop work, and was appointed by Mr. Cooper with the approval of Mr. Hoare. He reported to both Mr. Cooper and Mr. Hoare. The circumstances of his appointment are stated by Mr. Cooper in his evidence, and Mr. Edwards' experience as an inspector is given in full in his own evidence. His duties were to see that the metal supplied by the rolling mills came fully up to the requirements of the specifications and that it was properly tested; he sent the test reports regularly to Mr. Hoare, and visited Mr. Cooper for instructions every month or when anything irregular happened. He had also to see that the finished members corresponded in dimensions exactly with the approved plans, and that the methods of fabrication that were used were in each case most accurate and satisfactory.

The test records and the list of shop errors detected by the inspectors are evidence as to how Mr. Edwards performed his duties.

Mr. I. W. Meeser was Mr. Edwards' assistant, and his inspection was more particularly directed to the shopwork. He had ample experience in shopwork, having been trained as a machinist, and was at one time subforeman in the shops of the Phœnix Iron Company. The commissioners satisfied themselves during their visit to Phœnixville that both Mr. Edwards and Mr. Meeser thoroughly understood the work they had undertaken. The commissioners are not, however, satisfied that the shop inspection as arranged for by the Quebec Bridge and Railway Company would have been as thorough as it was if it had not been aided throughout by the hearty co-operation of the officials of the Phœnix Bridge Company and of the Phœnix Iron Company. The staff was too small; and it is our opinion that the Quebec Bridge Company would have shown better judgment had it employed a larger staff under the direction of an independent man of wider technical knowledge and who would have been sufficiently forceful to hold his own against the contractors.

Messrs. Keenan and Ostrom acted as inspectors in the rolling mills at Harrisburg and Pittsburg, respectively. There is no evidence of any serious defect in the metal supplied by these establishments, and it may be concluded that the inspection was thorough and creditable.

As a whole the staff was inefficient and not well organized. The excellence of the work done must be largely attributed to the ambition of the constructors to do the work to the very best of their ability; the organization was weak in the absence of a fully competent engineer of erection and of a forceful chief of staff for the inspection of shopwork.

The officials of the Phœnix Bridge Company most closely connected with the Quebec bridge were the chief engineer, the designing engineer, the engineer in charge of details, the shop inspector, the superintendent of erection, the erection foreman, the resident engineer of surveys, and the resident engineer on erection.

The chief engineer was Mr. Deans, who has occupied this position for many years, and is widely and favourably known as an experienced bridge builder. Mr. Deans' personal duties are the general oversight of all work being executed by his company. He may be fairly described as its chief business manager, and as such conducted all the negotiations leading up to the Quebec bridge contracts. From the nature of his

work it is not possible for him to be closely in touch with the planning and execution of technical details; these were in the direct charge of his two principal assistants, Mr. Szlapka and Mr. Milliken, acting under his general instructions. Mr. Deans was very active in the performance of his duties, kept closely in touch with the progress of the work in all departments and generally managed the execution of the contract.

Mr. Deans' actions in the month of August, 1907, and his judgment, as shown by the correspondence and evidence, were lacking in caution, and show a failure to appreciate emergencies that arose.

The designing engineer was Mr. Szlapka, who had received a thorough technical education in Germany, and has been with the Phœnix Bridge Company for about twenty-seven years, having held his present position for twenty-one years. A list of the more important structures that have been built by this company to Mr. Szlapka's designs will be found in the evidence, and shows that previous to 1903 his ability as a designer had been thoroughly tried, and that his experience was wide. As usual in present bridge company organizations, Mr. Szlapka's work has been confined to his own department and his personal knowledge of the work of transportation and erection is limited. The evidence shows that Mr. Cooper, whose faculty of direct and unsparing criticism is well known, had every confidence in the ability of Mr. Szlapka, and on previous works had had good opportunity to form his estimate of him. Mr. Szlapka was responsible for the entire work of designing, and the commissioners are satisfied from their personal investigations at Phœnixville that this was conducted with care and energy. Mr. Szlapka's mistakes and errors, to which the disaster is directly attributed by the commissioners, are discussed elsewhere.

The engineer in charge of details was Mr. Charles Scheidl. Mr. Scheidl had received a technical education in Germany, and has been with the Phœnix Bridge Company for twenty-four years, during eighteen of which he has held his present position. His work in connection with the Quebec bridge is clearly and fully set forth in his evidence, and, briefly stated, consisted of preparing the shop drawings from the general outlines of design that had been determined by Mr. Szlapka. The accuracy with which this work was done is proved by the records of the shop inspectors and of the erectors, and was of the highest grade. Upon Mr. Scheidl was laid the burden of being personally responsible for the accuracy of every one of the shop drawings.

Mr. E. T. Morris was shop inspector for the Phœnix Bridge Company, his position being a permanent one. His duties were similar to those of Messrs. Edwards and Meeser, and his employment practically provided for an additional inspection of the work in the shop. He reported to Mr. Deans and Mr. Szlapka, and kept a record of all errors detected and of the methods adopted for their correction. An examination of the 'field corrections' reported by the resident engineer of erection will show how thoroughly this shop inspection was done, and by comparison of the records we find that the work of Mr. Morris was even more thorough and exact than that of Messrs. Edwards and Meeser. It is proper to credit the thoroughness with which this work was performed not solely to Mr. Morris but also to Messrs. W. H. Reeves, Deans and Norris, whose emphatic instructions concerning inspection he had received.

Mr. A. B. Milliken was superintendent of erection, having general jurisdiction over the handling of all the contracts of the company after the material was delivered to it by the Phœnix Iron Company. He has occupied his present position for about seventeen years. A list of the most important structures that he has erected is given in his evidence. Mr. Milliken did not confine his attention to the Quebec bridge work, but had the execution of several other contracts to look after at the same time. The evidence shows that he spent much time at the site, and was always closely in touch with work. The system of reports of progress established in his department was very thorough.

Mr. Milliken reported to Mr. Deans, and when on the work did not interfere with the jurisdiction of Mr. Yenser, who was in charge, but simply advised him. His work

throughout appears to have been thoroughly and carefully done. The system of erection was jointly designed by the engineering and erection departments of the Phœnix Bridge Company, the details of the members, their connections, the travellers and the general order of erection being determined by the engineers, and the equipment of plant and tackle by the erection department. Mr. Milliken appointed Mr. Yenser as foreman on the Quebec bridge.

Mr. B. A. Yenser was Mr. Milliken's subordinate in charge of erection, and was in absolute local authority. He had been a bridge erector for many years, and had worked for the Phœnix Bridge Company for about fifteen years. In Mr. Deans' evidence will be found a statement of the more important structures erected by Mr. Yenser, and that gentleman is described as 'having shown unusual qualities as an erector, being careful and conscientious, and having had experience in the handling of men.' It should be noted that Mr. Yenser had absolutely no authority to vary the programme of erection, which was arranged in Phœnixville and furnished to him in a book of instructions with accompanying plans. His position was largely an executive one, his duties being to carry out positive instructions and to see that the forces employed were worked to their full efficiency. He had orders to exercise extraordinary care in the inspection of the tackle and all handling appliances. Mr. Yenser had no technical training, and his position did not call for it. His action in continuing erection on August 28, 1907, was immediately referred to his engineering superiors and was approved. The evidence shows that he was an able and forceful superintendent, and that he went to his death with supreme confidence in the judgment of his superiors at Phœnixville.

Mr. A. H. Birks, the resident engineer of erection, who also perished in the disaster, had complete confidence in the ability and efficiency of the Phœnix Bridge Company's designers, whose abilities he had had ample opportunity to observe. The personality of Mr. Birks is described, and his record in the performance of his duties is stated in Mr. Deans' testimony. It will be there noted that Mr. Birks' experience was rather limited. He had received a thorough training in the design of the erection plant. His duties were to inspect the material as it arrived on the bridge for erection, to see that it was properly placed, and to watch the erectors to see that the programme of erection as laid down in the Phœnixville written instructions was minutely followed. The evidence shows that these duties were performed with intelligence and fidelity. Mr. Birks prepared all technical reports for transmission to Phœnixville, and advised Mr. Yenser on matters calling for engineering knowledge.

Mr. F. A. Cudworth was resident engineer in charge of surveys. No question of importance affecting Mr. Cudworth's work has come up in the progress of this inquiry, and it is sufficient to say that his duties were faithfully and ably attended to. The Phœnixville office depended upon him principally for reports of the movements of the various parts of the truss as the erection proceeded, and his observations are matters of record.

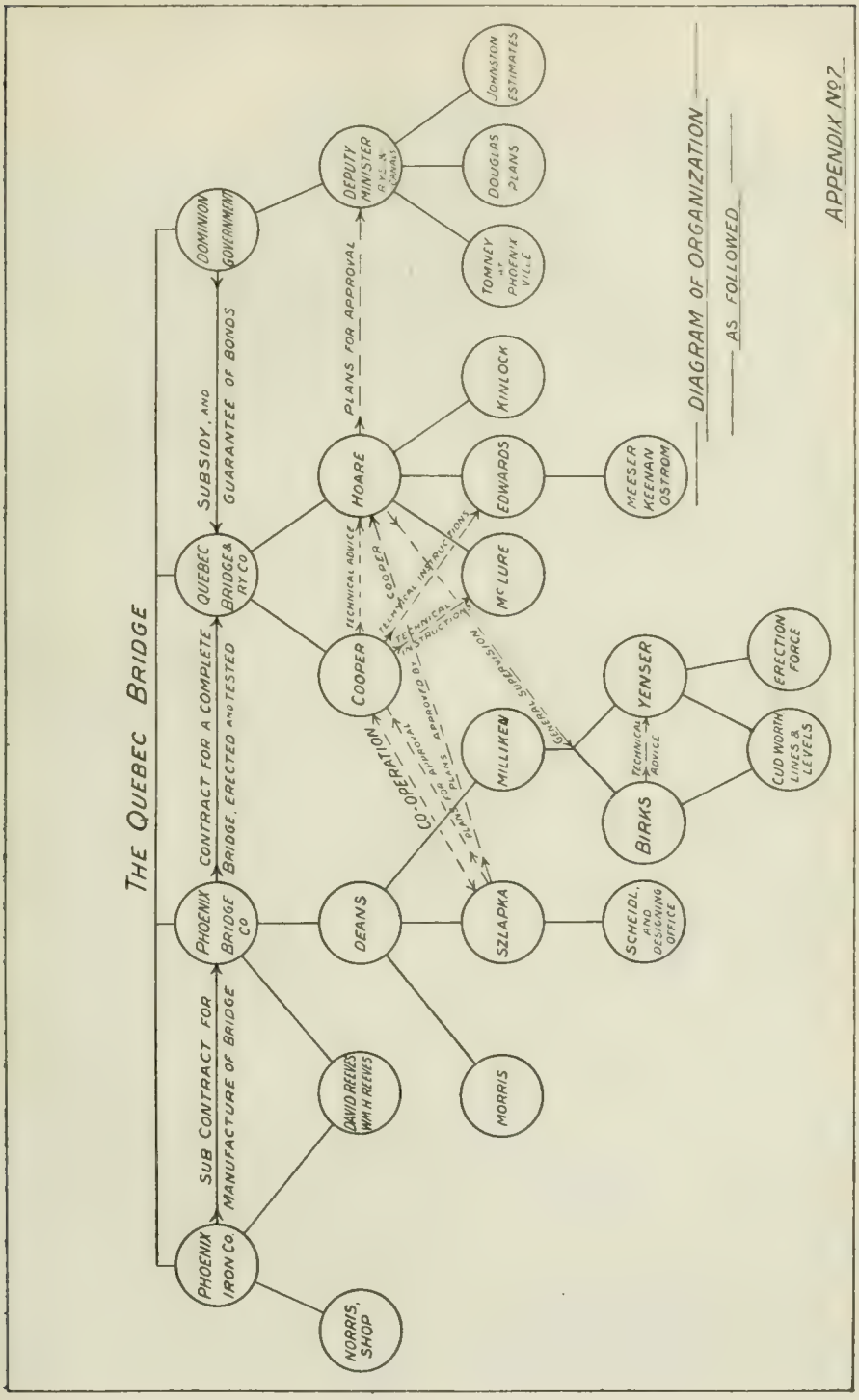
In general, it may be said that this staff was highly efficient, the men were well trained, and had ample experience in the class of work that they were called upon to do, and there is throughout evidence of great pride in their individual connection with the undertaking and of determination to do their utmost to make it a success in every way. The commissioners are of opinion, however, that the Phœnix Bridge Company erred in judgment and showed a failure to appreciate the magnitude and difficulties of the work that it had undertaken when it did not provide as part of this organization an engineer of erection who, by virtue of technical training and long experience on large bridge work, was fitted to take complete local control of the erection. In this they followed usual practice, which, however, was not applicable to this particular work.

The manager for the Phœnix Iron Company was Mr. Norris, who has been prominently connected with the company since 1898, and who became manager in

in 1900. Under his management the works of the company have been altered and enlarged and the output materially increased. Mr. Norris' endeavour to secure thoroughly good material and good workmanship for the Quebec bridge is set forth at length in his testimony, and his conduct of the work throughout is, in the opinion of the commissioners, commendable for its carefulness, thoroughness and energy.

The commissioners are of opinion that the works of the Phœnix Iron Company are efficiently managed and operated.

HENRY HOLGATE,
Chairman.
J. G. G. KERRY,
J. GALBRAITH.


THE QUEBEC BRIDGE
PHOENIX IRON Co.
SUB CONTRACT FOR MANUFACTURE OF BRIDGE
PHOENIX BRIDGE Co
CONTRACT FOR A COMPLETE BRIDGE, ERECTED AND TESTED
QUEBEC BRIDGE & RY Co
SUBSIDY, AND GUARANTEE OF BONDS
DOMINION GOVERNMENT
NORRIS, SHOP
DAVID REEVES WM H REEVES
MORRIS
DEANS
SZLAPKA
SCHEIDL, AND DESIGNING OFFICE
CO-OPERATION
PLANS APPROVED BY
PLANS
COOPER
MILLIKEN
BIRKS
YENSER
TECHNICAL ADVICE
TECHNICAL INSTRUCTIONS
HOARE
Mc LURE
EDWARDS
KINLOCK
MEESER KEENAN OSTROM
PLANS FOR APPROVAL
DEPUTY MINISTER RY'S & CANALS
TOMNEY OF PHOENIX VILLE
DOUGLAS PLANS
JOHNSTON ESTIMATES
CUD WORTH LINES & LEVELS
ERECTION FORCE
DIAGRAM OF ORGANIZATION
AS FOLLOWED
APPENDIX No 7

APPENDIX No. 8.

A HISTORY OF THE DEVELOPMENT OF THE PLANS AND OF THE METHODS FOLLOWED IN THE DESIGNING OFFICE.

The first preliminary plan of the Quebec bridge was made by the Phœnix Bridge Company for the Quebec Bridge Company, and is dated November 30, 1897 (Exhibit 94). A second plan was made December 7, 1897 (Exhibit 95), showing the lower chord curved. In response to our inquiry Mr. Szlapka states that the change from the straight to the curved lower chord was made for the sake of artistic appearance, either form being considered by him structurally satisfactory.

There are three other plans dated February 17, 1899, two of which show the lower chord of the anchor arm arched at both ends, and the other shows the anchor arm arched only at the main pier. In general outline this last plan was almost identical with that of the final design.

All of these five general preliminary plans are drawn for a river span of 1,600 feet. The plan of November 30, 1897, shows the cross-section of the river correctly, which indicates that information of this nature had been received from the Quebec Bridge Company prior to that date.

The plan made by the Phœnix Bridge Company and dated December 7, 1897 (Exhibit 95), is identical as to bridge outline with the plan dated January 13, 1898, and filed in the Department of Railways and Canals by the Quebec Bridge Company (Exhibit 3).

The plan which accompanied the tender of March 31, 1899 (Exhibit 96), was one of the three plans dated February 17, 1899. This design and others of the same date, some of which were competitive designs, are shown on drawing No. 33.

Two plans were made by the Phœnix Bridge Company, both dated April 22, 1900. Both of these show the anchor arm with a complete arch in the lower chord, but the river span is 1,723 feet, and in the other 1,800 feet. These plans were made subsequent to the awarding of the contract for the bridge on April 12, 1900, but before Mr. Cooper had advised the adoption of the 1,800-foot span. Another general plan was made dated May 6, 1900, showing the bridge generally as it was intended to be built. A further plan was made by the Phœnix Bridge Company, dated October 6, 1900, similar to the last mentioned plan, but with the title of the 'Quebec Bridge Company,' and on April 14, 1901, a further and last preliminary general plan was made by the Phœnix Bridge Company, which is practically the same as the former plan and bears the same outline as the constructed bridge. All these preliminary plans were made by the Phœnix Bridge Company.

On April 12, 1900, the contract embracing the anchorage steel work was signed. The plans for this work were developed in the regular course, and the work was done accordingly. In this agreement the Phœnix Bridge Company were awarded the contract for all the steelwork of the whole structure, and agreed to proceed with detail plans. On December 19, 1900, the contract for the two approach spans was signed. The plans for this work were developed in the regular course, and the work was finished in due course.

While the approach spans were simple truss spans of usual design for such structures, and complete in themselves, the anchorages for the cantilever bridge involved calculations of the main structure, in order that the uplift could be determined. Such calculations as were necessary to ascertain this were made on assumed

data. The work was ordered June 15, 1900, and forthwith designed and constructed with 'a liberal allowance for increase of uplift,' as the exact uplift could not be ascertained, the weight of the structure itself not being then known and only approximately estimated.

A general study of the details of the bridge was made by Mr. Scheidl during the months of January, February and March, 1902. This study involved the consideration of the outlines of the bridge and of the general stress sheets which had been prepared. The method of connecting the suspended span to the cantilever arms, the details of the shoes for the main posts, and the details of the anchorages were considered; the detailing of the panel points and intersections of the suspended span were worked out; then followed the arrangement of the top chord packing for the cantilever and anchor arms, the panel points and intersections, the main posts and pedestals. These studies not being considered as other than tentative, the weights were not computed at that time as a basis for new stress sheets. The real preliminary work intended for final results was begun in July, 1903, after the receipt of the revised specifications, the contract having been signed provisionally on June 19.

The following is an outline of these preliminary studies. First, the determination of the normal lengths of all the bridge members; then studies of all plate and trussed floor beams and stringers; of transverse bracings, details of main shoes, pedestals, connecting chords and bracing of same.

The packing of the eye bars was then taken up, then the details for anchorages and the transfer of wind stresses and anchor piers. Then followed the detail of the anchor arm panel points, commencing with the end lower chords; then the web intersections. Similar studies were made for the cantilever arms and the suspended span.

When the details for the anchor arm were completed and those for the cantilever arm partially completed, the weights of all details were calculated and final anchor arm stress sheets computed. This was the beginning of the shop-drawing period; only the anchor towers had then been shop detailed.

The dead load concentration upon which the final make-up of the members of the anchor arm was based were as follows:—

Half suspended span	4,842,000 lbs.
Cantilever arm	13,205,200 "
Anchor arm	13,317,600 "

The corresponding concentrations as determined on June 25, 1907, were found to be:—

Half suspended span	5,694,000 lbs.
Cantilever arm	15,804,000 "
Anchor arm	17,318,000 "

(See also drawing No. 3.) The total steel in these concentrations was about 35,316,000 lbs.

The difference between these two sets of concentrations indicate a fundamental error in the calculations for the bridge. In a properly computed bridge the assumed dead load concentrations upon which the make-up of the members is based should agree closely with the weight computed from the dimensions in the finished design and with the actual weights (see clause 3 of the specifications, which provides: '3. The dead weight used for calculating stresses must not be less than the actual weight of structure when completed').

The error consists not so much in the assumed concentrations being incorrect, for that is more or less unavoidable, but in the fact that a recomputation of weights based upon the cross-sections already determined and with sufficient allowance for doubtful details was not made, and the process of approximation continued until satisfactory agreement was reached. In bridges of ordinary design and dimensions

experience has furnished data sufficient to enable the designer to estimate the weight so accurately that a recomputation is not always necessary. In this case, however, the unique character of the design, the magnitude of the span and the high unit stresses specified demanded that no risks should be taken by failing to adopt this method of approximation and checking.

In computing the make-up of the members of the cantilever arm the same dead load calculations were assumed for the cantilever arm and for the suspended span as in the computations for the anchor arm, and the above comment will apply with equal force to the design of the cantilever arm.

The failure to make the necessary recomputations can be attributed in part to the pressure of work in the designing offices and to the confidence of Mr. Szlapka in the correctness of his assumed dead load concentrations. Mr. Cooper shared this confidence, as he approved the stress sheets.

The dates of approval of the various stress sheets by Mr. Cooper are as follows:—

Suspended span, March 29, 1904.
Anchor arm, June 30, 1904.
Cantilever arm, May 25, 1905.

Mr. Cooper's examination with regard to the question will be found in the evidence. Mr. Cooper says:—

'In computing the dead load strains I was furnished by Mr. Szlapka with a diagram, dated May 12, 1904, which gave the dead load concentrations for the anchor and cantilever arms, Quebec bridge.

'These dead load concentrations vary at every point. I asked Mr. Szlapka when this was presented to me whether it was carefully and properly estimated. He states that he had his best men to carefully estimate the weight at each point, and that this was a correct arrangement of the final weight to the best of his belief. As I had no other means of determining these weights, the plans not being yet submitted to me, I assumed them to be correct, and used them in determining my strains. I did, however, check these weights in the following manner: I added together all the concentrated loadings, deducted the allowance for floor and timber which he states here especially, and found that the resultant weight was abundant to cover the assumed estimated weight of the structure.'

Early in 1905 the drawings of the anchor arm were practically complete, and it was possible to compute the weight of the anchor arm within say two per cent of the actual weight. There is no evidence to show that this was done by the Phœnix Bridge Company or by Mr. Cooper. Had such a computation been made at that time, when but a small portion of the work had passed through the shop, and erection had not begun, the serious error of the assumed dead load would have been immediately detected.

Shopwork began in July, 1904, and the record shows that at the end of December, 1904, eight panels of anchor arm lower chords had been completed ready for shipment. The demands of the shop on the drawing office no doubt contributed to prevent a recomputation of the stress sheets and the early discovery of the error.

Mr. Cooper did not become aware of the error until he received Mr. Edwards' report on material of February 1, 1906. At this time, the anchor arm, tower and two panels of the cantilever arm were fabricated, and six panels of the anchor arm were in place. Realizing that there was no remedy, and believing that the increased stresses were still within the limit of safety, Mr. Cooper permitted the work to proceed. He estimated that the increase in unit strains due to this error was from seven to ten per cent.

No progressive record of computed weights was made and kept in the designing offices for the purpose of checking the estimated concentrations used in the stress sheets, as will be seen from the following correspondence with Mr. Deans:—

MONTREAL, January 25, 1908.

Messrs. the Phœnix Bridge Company,
Phœnixville, Pa.

GENTLEMEN,—I have been requested to ascertain from you the process of system you used in the drawing office, whereby the weights were estimated and ascertained, and what record of estimated and actual weights of parts was kept in the drawing office. Was it your practice as soon as a drawing was completed to make an estimate of the weight of that part, and was this work done systematically so as to be of service in checking the original calculations of the bridge, and were the weights estimated from the drawing of service to you in furnishing data for design? If you can give me a list of these actual weights, with the dates at which they were ascertained, either from the estimate made from the drawing or from actual weight, whichever was first, it would, I think, give the information desired.

I would be obliged to you for an early reply.

Truly yours,

HENRY HOLGATE.

PHŒNIXVILLE, PA., January 31, 1908.

HENRY HOLGATE, Esq.,
Chairman, Royal Commission,
Montreal, Canada.

DEAR SIR,—Replying to your letter January 25.

When the shop drawings of the heaviest and largest pieces were partially finished, sketches were prepared showing their approximate weights and extreme dimensions. These sketches were sent to the transportation companies to secure routing and method of loading. No weights were figured of any pieces of ordinary dimensions, where no difficulty whatever was expected in loading. After the shop drawings of the most important members were finished and approved by the consulting engineer, then their weights were figured with care for comparison with the shipping weights. No other record was kept in the drawing room outside of these itemized weights on forging lists of the estimated and actual shipping weights.

Our shipping invoices give the actual weights, marks and dates of shipment of all pieces in the bridge. We have no extra copy of these, but no doubt you could get the loan of Mr. Hoare's record.

Yours truly,

JNO. STERLING DEANS,
Chief Engineer.

Before commencing the shop drawings a full understanding was arrived at between the drawing office and the erection department regarding the positions of field splices and other details which might affect the erection. The large traveller was designed after consultation between the two departments.

Before shop drawings could be made for the larger pieces, arrangements had to be completed with the transportation companies. This involved the making of transportation drawings for the purpose of avoiding all difficulties which might arise during the transportation with regard to rolling stock, curves and bridges.

The exact dimensions of the various members had to be determined, so that under normal loading the normal configuration should obtain. This involved the computation of all the alterations of lengths and of position in members from the first position of the anchor arm lower chords on the false works to the final configuration of the bridge when complete and sustaining its normal load.

The methods of erection were fully considered in planning the details of the shop drawings. All the work, including the preliminary detailing already described, was under the charge of one assistant engineer, Mr. Chas. Scheidl. Each shop drawing, when completed, was fully checked. Copies were then forwarded to the consulting engineer for approval. When approved copies were returned to the Phœnix Bridge Company, which sent copies to the chief engineer of the Quebec Bridge Company to be forwarded to the Department of Railways and Canals. The department returned one approved copy to the Phœnix Bridge Company, and in accordance with the terms of the contract, the receipt of the plans approved by the Department of Railways and Canals was the authority for the Phœnix Bridge Company to construct the work.

All shop drawings were executed in the best style of draughtsmanship, and gave all necessary information for the shop and to some extent for the erection.

The most careful methods of checking were employed. At no time during the progress of the office work were more than eighteen men employed. The rate of progress depended upon the rate at which Mr. Scheidl could perform his work, and would not have been hastened by the employment of a greater number of draughtsmen. (For fuller details see the evidence of Mr. Szlapka and Mr. Scheidl.)

The north and south halves of the bridge being identical, the members for each were constructed from the same drawings simultaneously.

The annexed table shows that the drawings were sent to the shops as soon as the approval of Mr. Cooper was obtained, and that the approval of the Department of Railways and Canals, while necessary, was regarded as being purely formal.

LOWER CHORDS OF SOUTH ANCHOR ARM.

SHOWING dates at which various operations on these were performed.

Drawing Number.	Location	Sent to Mr. Cooper for Approval.	Returned by Mr. Cooper Approved.	Sent to Mr. E. A. Hoare	Approved by Dept. Rys. and Canals.	Drawings Received in Shops.	Templetes Completed.	Starting of Punching.	Finished Punching.	Completed Ready for Shipment.
1	End panel.	1904. 6 July..	1904. 10 July..	1904. ..	1904. 21 October..	1904. 22 July..	1904. 1 September...	1904. 5 August. ..	1904. 28 September...	1904. 1-19 October. 1-20 October.
2	Second panel...	16 August..	20 August..	29 August..	21 October..	25 August..	25 September...	19 September...	1 October..	1-27 October. 1-24 October.
3	Third panel....	10 September...	14 September...	22 September...	1 November...	16 September...	5 October..	11 October..	22 October..	1- 8 November. 1- 3 November.
4	Fourth panel...	19 September...	24 September...	28 September...	1 November...	26 September...	11 October..	20 October..	28 October..	1-12 November. 1-14 November.
5	Fifth panel....	16 September...	24 September...	8 October..	1 November...	29 September...	31 October..	2 November...	17 November...	1-25 November. 1-26 November.
6	Sixth panel....	14 September...	24 September...	13 October..	1 November...	4 October. ..	1 November...	10 November...	17 November...	1- 3 December. 1- 6 December.
7	Seventh panel..	7 October..	13 October..	21 October..	12 November...	17 October...	14 November...	21 November...	3 December...	1-13 December. 1-17 December.
8	Eighth panel...	14 October..	18 October. ..	4 November...	23 November...	24 October..	18 November...	4 December...	17 December...	1-24 December. 1-31 December.
9	Ninth panel....	19 October..	23 October..	4 November...	23 November...	28 October..	25 November...	13 December..	31 December...	1905. 1-12 January. 1-16 January.
10	Tenth panel....	21 October...	25 October..	23 November...	19 December...	7 November...	28 November...	28 December...	1905. 5 January..	1-18 January. 1-19 January.
	Column....	1	2	3	4	5	6	7	8	9

Compare column 4 with 5. Compare column 4 with 9.

The following is a condensed diary of the work more or less connected with the drawing office in connection with the structure as erected:—

April 12, 1900.—Contract for anchorages signed.

December 19, 1900.—Contract for two approach spans signed.

January, February, March, 1902.—Tentative studies of details for main structure.

July, 1903.—Preliminary studies for final design of main structure began on receipt of the revised specifications. Contract signed provisionally on June 19.

July 23, 1903.—Studies of floor system began. Mr. Szlapka decides to arrange his work so as to complete the shop drawings for the anchor and cantilever arms not later than August 31, 1904, giving the shops eight months to complete twenty million pounds, so that erection might begin May 1, 1903.

January to May, 1904.—Computation of stress sheets and make-up of anchor arm.

March to December, 1904.—Computation of stress sheets and make-up of cantilever arm.

February 19, 1904.—General drawing and stress sheets of suspended span sent to Mr. Cooper.

March 21, 1904.—Mr. Deans instructed Mr. Szlapka to push all work with the utmost despatch.

March 29, 1904.—Stress sheets of suspended span approved by Mr. Cooper.

April 8, 1904.—Mr. Szlapka advises Mr. Hoare that weight of bridge would not be more than five per cent above the estimate, or, say, 62,720,000 pounds.

April, 1904.—Large traveller designed, and weight determined for computing erection stresses.

May, 1904.—General detail drawing suspended span approved by Mr. Cooper.

May 3, 1904.—Details of anchor bents approved by Mr. Cooper.

May 13, 1904.—Mr. Szlapka sends Mr. Cooper dead load concentrations for cantilever and anchor arm, so that Mr. Cooper might check his stress sheets.

May 23, 1904.—Preliminary study of shoes and pedestals sent to Mr. Cooper. Also complete calculations for anchor arm. Also first shop drawing for anchor bent.

May, 1904.—All typical drawings of top and bottom panel points approved by Mr. Cooper.

June 2, 1904.—Complete stress sheet for anchor arm taken to Mr. Cooper by Mr. Szlapka.

June 6, 1904.—Revised plan of anchor eyebars sent to Mr. Cooper.

June 30, 1904.—Mr. Cooper approves anchor arm stress sheet.

July, 1904.—Plate floor beams and stringers approved by Mr. Cooper.

July 10, 1904.—First lower chord plans approved by Mr. Cooper, and work begun on them in shop.

July 11, 1904.—Copies of anchor arm stress sheet sent to Mr. Hoare for transmission to Department of Railways and Canals.

July 28, 1904.—Top chords approved by Mr. Cooper. After this drawings completed and forwarded to Mr. Cooper in a continuous stream.

August, 1904.—Shop drawings of two end panels approved by Mr. Cooper.

The following letter from Mr. Deans to Mr. Hoare describes the situation as at October 8, 1904:—

October 8, 1904.

E. A. Hoare, Esq.,
Chief Engineer, Quebec Bridge and Railway Company,
Quebec, Canada.

Dear Sir,—We find we have not received from the government engineer the approval of any main chord sections. As explained to you some time ago, we have been working at great disadvantage to ourselves in being compelled to confine our

office work to the anchor arm, in order that everything might be done that it is possible to do to be ready early next spring to start the erection of the anchor arm. There was too much work to do in the time allotted after the financial arrangements were made and work ordered ahead. We have not therefore been able to complete our stress sheets for the cantilever arm and for the suspended span, it being necessary to await the completion of all details, not only of the permanent structure, but also the details and rigging of the main traveller, that we may know exactly the total weight coming at each panel point.

We have as you know, sent to the Canadian engineers, through your office, the stress sheets for the anchor arm, covering the chords which have not been approved, and we would kindly ask that they be examined and prints sent to us with their approval as soon as possible. The engineers have everything that is necessary to check these chords, although we thoroughly appreciate they would like to have before them these stress sheets of the entire bridge, and these will be sent with the least possible delay.

Yours truly,

JNO. STERLING DEANS,
Chief Engineer.

November 19, 1904.—Plan of centre post approved.

January, 1905.—Series of eyebar tests made.

March 3, 1905.—Drawings for main shoes sent to shops.

May 25, 1905.—Mr. Cooper approves stress sheet for cantilever arm.

July 12, 1905.—First detail drawing cantilever arm chord No. 9 sent to Mr. Cooper.

July 13, 1905.—Stress sheet for cantilever arm approved by Department of Railways and Canals. Anchor arm at this stage nearly all fabricated. Mr. Szlapka expected to finish the shop drawings for first two panels of cantilever arm by September 1, and all the drawings for the bridge by March 15, 1907.

July 20, 1905.—Mr. Cooper and Mr. Szlapka discuss the testing of riveted links and other matters. Use of slightly higher steel for eyebars and some corrections in camber. All satisfactorily agreed upon.

August 11, 1905.—First lower chord sections of anchor arm erected in position, and practically whole of anchor arm fabricated, a large amount having been delivered at bridge site.

June 14, 1906.—Development of drawings so far advanced that the Phœnix Bridge Company made a closer estimate of the weight of the steel in the structure, which, including the anchorages, was placed at 73,000,500 pounds. The weight finally was estimated at 73,312,504 pounds. The actual weight averaged about one per cent heavier than the weight computed from the drawings. (See attached statement of weights.)

November 26, 1906.—The south anchor arm and nearly all the south cantilever arm erected.

February 1, 1907.—Stress sheets of the suspended span revised.

March 15, 1907.—The last drawing completed, being that of the lower chord of centre panel of suspended span.

June 25, 1907 to October 8, 1907.—Dead load concentrations for suspended span, cantilever arm and anchor arm revised and new cross sectional areas for members of bridge computed for purposes of comparison with actual cross-sections.

HENRY HOLGATE,
Chairman.
J. G. G. KERRY,
J. GALBRAITH.

QUEBEC BRIDGE—SOUTH HALF.

STATEMENT SHOWING COMPARISON OF ACTUAL WEIGHTS AND WEIGHTS FIGURED FROM COMPLETED DRAWINGS.

Order No.	Description.	Figured Weight.	Total.	Actual Weight.	Total.
		Lbs.	Lbs.	Lbs.	Lbs.
602	Anchorage eyebars and pins	219,829		223,100	
604	Anchor shells and bracing	374,697		371,843	
	Anchorage		594,526		594,943
606	Anchor arm trusses	8,085,621		8,142,803	
608	Anchor arm eyebars	3,188,361		3,209,014	
610	Anchor arm pins	229,058		229,255	
	Anchor arm truss system		11,503,040		11,581,072
613	Anchor arm floor beams and stringers	1,507,140		1,517,036	
618	Anchor arm trusses floor beams	260,832		261,510	
	Anchor arm floor system		1,767,972		1,778,546
612	Centre posts and bracing	2,676,863		2,708,560	
614	Shoes and pedestals	808,810		814,349	
	Centre post system		3,485,673		3,522,909
621	Cantilever arm trusses	8,602,086		8,724,598	
623	Cantilever arm eyebars	3,467,005		3,468,253	
625	Cantilever arm pins	330,220		329,584	
	Cantilever arm truss system		12,399,311		12,522,435
627	Cantilever arm floor beams and stringers	1,732,290		1,770,892	
629	Cantilever arm trussed floor beams	290,435		296,206	
	Cantilever arm floor system		2,022,725		2,067,098
631	Suspended span trusses	3,307,590		3,379,293	
633	Suspended span eyebars	342,340		343,280	
635	Suspended span pins	35,710		35,460	
	Suspended span truss system		3,685,640		3,758,033
637	Suspended span floor beams and stringers	1,197,365	1,197,365	1,214,905	1,214,905
	For one-half of the bridge	36,656,252		37,039,941	
	The whole bridge		73,312,504		74,079,882

Actual weight in excess of weight estimated from drawings, 767,378 pounds.
Percentage of errors, 1.03 per cent.
Actual weight is 101.05 per cent of figured weight.
Figured weight is 98.95 per cent of actual weight.

SEPTEMBER 25th, 1907.

APPENDIX No. 9.

MATERIAL, SHOPWORK AND INSPECTION.

The steel supplied for the bridge was made to meet the requirements of the Hoare specifications, with the exception that Mr. Cooper, finding that the tests on the full-sized eyebars were running a little low, called for the use of a slightly higher material for eyebar blanks.

The Hoare specifications called for an ordinary grade of structural steel very similar to the regular output of the mills. The testing requirements were not onerous but were in accordance with current practice. Some reference to this will be made in Appendix No. 18.

The behaviour of the metal, as evidenced by the wreck, was so good that the commission was convinced that the disaster could not be traced to the furnaces or rolling mills. Its examination of these was accordingly rather general in character.

The following amounts of metal were supplied by the different mills:—

Phœnix Iron Company, shapes	16,575,888 lbs.
Central Iron and Steel Company, eyebar blanks	14,827,400 "
Central Iron and Steel Company, plates	27,240,100 "
Carnegie Steel Company, plates	13,822,000 "
Bethlehem Steel Company, pins	993,600 "

The commission visited the works of the Phœnix Iron Company, of the Central Iron and Steel Company, and of the Pennsylvania Steel Company, the latter corporation having supplied a large tonnage of slabs to the rolling mills of the Central Iron and Steel Company.

On our inspections we were accompanied by the mill inspectors employed by the Quebec Bridge and Railway Company, and the details of the manufacture of the steel, of the rolling of the shapes and plates and of the work of the inspection were explained fully to us both by these gentlemen and by the superintendents in charge of the various works.

We desire to acknowledge here the courtesies extended to us by Mr. J. B. Bailey, manager of the Central Iron and Steel Company, and by Mr. Reynolds, vice-president of the Pennsylvania Steel Company.

The tests of material called for in the Hoare specifications were regularly made by the rolling mills under the supervision of the inspectors for the Quebec Bridge and Railway Company, and the reports of these tests are filed as Exhibit No. 28. An examination of these records, there being in the neighbourhood of five thousand tests in all, shows that there was nothting abnormal about any of the material, and that it satisfactorily met the requirements of the specifications.

Full-sized tests of some seventy eyebars were also made in the large machine at Phœnixville in accordance with the requirements of the specifications. The results of these tests are given in Exhibits Nos. 28 and 86, and it will be noted that a number of the bars tested did not quite come up to specifications. The results of these tests were referred to Mr. Cooper, who agreed to accept a certain number of weak bars, but raised the rolling mill specification so that there would be no further difficulty of this nature. These full-sized tests were made on finished eyebars, prepared in all respects as were the eyebars that were used in the bridge.

Mr. Cooper's statements (Cooper to Hoare, August 4, 1903) that 'the various members of this bridge will exceed anything heretofore made, and will tax to the utmost the manufacturing appliances of the time,' is a fair description of the work that the Phœnix Iron Company had undertaken to perform.

When the Phœnix Bridge Company provisionally signed the final contract of June 19, 1903, its subcontractor, the Phœnix Iron Company, was not fully equipped for the carrying out of the work, and additions and changes had to be made both to its buildings and to its plant.

The study that had been given to improvement of equipment preparatory to the acceptance of the Quebec contract is set forth in the evidence of Mr. Norris; and the Phœnix Iron Company was ready to commence making the necessary changes as soon as the contract was accepted.

The total expenditure then made on improvements was over $220,000, divided as follows:—

Enlargement and improvement of eyebar plant	$ 40,000
Alterations of buildings and installation of overhead cranes sufficiently powerful to handle weights of 100 tons	110,000

New machinery, including a 64" double rotary planer for facing the compression chords, a plate straightener for large thick plates, hydraulic shears for heavy sections, larger boring mills, large vertical planer, and sundry alterations to other machinery.. 70,000

This expenditure was necessary before the Quebec work could be properly handled, and is an evidence of careful preparation for that undertaking. The additions themselves constitute a permanent improvement to the Iron Company's plant, and are now in constant use as part of its regular working equipment.

The evidence shows that Mr. Reeves and Mr. Norris fully appreciated the difficulty of manufacturing the large and complicated pieces of the Quebec bridge, and that the various superintendents and foremen were warned to give more than usual attention to the execution of the work. As a preliminary, a full-sized wooden model of one of the panel points of the lower chord of the anchor arm was made, and remained set up for the inspection of the shopmen. All details, such as the heads of rivets, &c., were shown on this model, so that the shopmen could realize the mechanical accuracy that was necessary in order that the several members meeting at a point would go together in the field.

The commissioners spent some days in the workshops with the Iron Company's foremen and with the inspectors for the Quebec Bridge and Railway Company in order to familiarize themselves with the work of fabrication and inspection. There was nothing peculiar to the Quebec work other than the great size and weight of the pieces to be handled, and the usual bridge shop methods were followed, the provisions of Mr. Cooper's standard specifications having to be observed for workmanship.

It was the obvious intention of the Iron Company to do a first-class piece of work, and it is in evidence that the management impressed not only on its own officials but also upon the employees of the Quebec Bridge and Railway Company its desircials but also upon the employees of the Quebec Bridge and Railway Company its desire that the shop inspection should be thorough and rigorous.

All pieces were inspected twice, once by the regular shop inspector employed by the Phœnix Bridge Company and again by the inspectors for the Quebec Bridge and Railway Company. In the more delicate work the inspectors had orders not only to test the finished pieces, but also to test the setting in the machines before the final cuts were made.

It was the practice of the shop to make the duplicate pieces for the north and south halves of the bridge at the same time; so that the bridge material now lying in Belair yard was manufactured under exactly the same conditions as that which was erected from the south shore. The commission spent some time examining the material in Belair yard, for the purpose of satisfying itself concerning the finish of the workmanship on the lower chords. This was found to be by no means perfect, but the errors measured were of small amount. The shops were defective in that they lacked a well founded floor for the assembling of the heavy pieces. The methods adopted were also defective in that adjoining compression members were not fitted together before shipment. Some of the minor, but by no means negligible errors discovered in Belair yard would have been detected by this fitting, and it is a customary practice on heavy work. That errors similar to those observed at Belair existed on the south half of the bridge there can be no doubt, and Mr. Kinloch (see evidence) states that such errors were observed by him. That these minor errors at the joints contributed in some degree to the final disaster is probable, but our criticism in this case is not of the shopwork, which was of a fair grade. The fault lies in a design which called for an accuracy beyond the working limits of good shop practice.

The errors now being discussed are differences of length of the several ribs making up one chord and irregularities of surface at the field joints of the lower chords. The chord faces are found to be slightly dished and not true. It is not

possible to determine by analysis the result of these slight errors, the larger of which would not exceed $\frac{3}{64}$ of an inch in dimensions.

The inspectors were instructed to work to the nearest one-sixtyfourth of an inch; but such accuracy is hardly practicable. We do not consider that such high accuracy can be maintained, at least not without fitting together adjoining pieces in the shop.

It is probable that some portion of the errors noted at Belair was due to the unavoidable racking of the members while in transport.

Both sets of inspectors worked with steel tapes that had been carefully compared, and kept books of record stating the errors discovered in their inspections and the methods adopted in correcting them. In cases of difficulty the question was referred to Mr. Szlapka for instructions, and occasionally to Mr. Cooper.

Some few errors (see Exhibit 91, 'Field corrections') escaped detection until the work was being erected in the field; the drafting room and not the machine shop was responsible for several of these. None of these final errors were of a serious nature, and the necessary corrections were made without difficulty.

Mr. Edwards has recorded the following number of errors:—

In the anchor arms.—Twenty-three in the stringers, 2 in the floor beams, 17 in the lower chords, 20 in the main posts, 7 in the hangers, 4 in the eyebars, 6 in the pedestals and shoes, 1 in the main diagonals, 14 in the laterals, 15 in the struts, 2 in the pins, 8 in the plates and in knee braces, giving in all 119 errors.

In the cantilever arms and suspended span.—Twenty-seven in the lower chords, 10 in the floor beams, 8 in the stringers, 8 in the diagonals, 4 in the struts, 4 in the hangers, 34 in the main posts, 4 in the laterals and 5 in the eyebars, giving in all 104 errors.

As the inspection requirements were more severe than is customary on ordinary bridge work, and as the shopmen had never been called upon to handle work of such magnitude before, it was natural that a number of errors should be made, and that this number should decrease proportionately as the conditions of the work became better known to the men.

It will be noted from the figures given above that such a decrease in the number of shop errors did take place, and in the correspondence the better quality of the workmanship on the cantilever arms, when compared with that on the anchor arms, is referred to from time to time.

Mr. Kinloch states in his evidence that in spite of the magnitude and difficulty of the work, which would reasonably account for an unusual number of shop errors, the number actually found during erection was not in excess of what would be regularly expected on much simpler work.

Mr. Edwards' list of errors, which is not so ample as that prepared by Mr. Morris, looks, in a statement, to be rather serious, but when the number and magnitude of the pieces are remembered it cannot be considered to indicate carelessness or insufficiency in the shops. Some errors will always occur.

On the whole we consider that the inspection of the material and the work both in the mills and shops was reasonably efficient, and that the collapse of the bridge is not attributable to want of care in either.

Some special shopwork errors that occasioned a good deal of correspondence are referred to elsewhere.

The evidence shows that Mr. Cooper was seriously annoyed at the number of shop errors reported and reprimanded the inspectors very sharply, but the ease with which the structure was erected indicates that their work was fairly well done.

The lines of the several ribs in the chords are known to have been wavy to the extent of from $\frac{1}{2}$-inch to $\frac{3}{4}$-inch (see evidence), but errors of this size and kind do not appear to have been considered a cause of anxiety. The existence of these wavy bends had been noticed by the shop inspectors, and had been reported both to Mr. Szlapka and to Mr. Cooper.

We find no evidence to show that the seriousness of such minor errors in the compression chords and posts was appreciated by the engineers or was ever impressed by them upon the inspectors. The necessity of detail accuracy in compression members is referred to in Appendix No. 16.

HENRY HOLGATE,
Chairman.
J. G. G. KERRY.
J. GALBRAITH.

APPENDIX No. 10.

TRANSPORTATION AND ERECTION.

In the practice of steel bridge design, details are of vital importance; and connections which may appear to be simple and satisfactory frequently prove to be impossible of execution. The complete study of the details therefore involves patient and skilful work, and necessarily occupies a great deal of time.

A large portion of the time spent on the Quebec bridge plans by the designers was devoted to the study of practical details.

Four main principles had to be observed:

(1) The size of the metal shapes and plates called for in the bills of material had to be limited to the dimensions that the rolling mills could furnish. It will be noted by reference to Appendix No. 9 that a large tonnage of metal was made for this bridge by the Carnegie Steel Company, neither the Phœnix Iron Company nor the Central Iron and Steel Company being able to make the larger plates.

(2) The members had to be designed so that the machines in the shop could make them. It will be noted by reference to Appendix No. 9 that the Phœnix Iron Company had to provide a number of new machines with which to manufacture the Quebec bridge. These machines were not novel in design; they were simply larger than those previously used by the Phœnix Iron Company, and were required on account of the greater size of the parts entering into the work.

(3) The members had to be designed of such size and weight that the railways could transport them. To ensure this it was necessary to know and comply with the clearances and weight limits of several different railroads. For some of the members special cars were provided, so equipped as to make safe transportation a reasonable certainty. It may be noted that one member of the north half of the bridge has been lying in the Phœnixville yard for about three years awaiting the renewal of certain railroad bridges over which it would have to pass to reach Belair yard.

(4) The members had to be designed so that they could be easily and quickly erected to place with the appliances provided. This made it necessary for the designers to thoroughly study the system and appliances for erection. The erection equipment provided was almost entirely new, and much of it was built specially for this bridge.

The capacity of the erection equipment was sufficient, although demands made upon it were very great. Some of the members handled weighed 100 tons, and one lift of two panels of eyebars was 145 tons. This was lifted and placed in position in the upper chord of the bridge without difficulty, proving the capacity and perfection of the apparatus used in erection.

It should be said that the errors and mistakes of the Phœnix Bridge Company in connection with the bridge were made in the design, and that its work in detailing, shopwork and erection was excellent. The care and forethought given to the execu-

tion of the work cannot be better described than it is in the evidence of Messrs. Deans and Scheidl. We therefore add only a few explanatory remarks to those statements.

Some of the photographs (Exhibits 126 and 127) show the size and complexity of parts of the bridge.

The bridge members were loaded on cars by the Phœnix Iron Company, and were shipped either to the Chaudière or to the Belair storage yards, which are indicated on drawing No. 1 (map). The equipment at these yards for handling the members is described by Mr. Deans and illustrated by the photographs.

The facilities for loading, unloading and transporting the material were entirely satisfactory so far as the safe delivery of the members is concerned.

But four cases of accidents during transportation from the shop to the bridge are reported.

Mr. Milliken (see evidence) has given the particulars of an injury to one of the steel shells that stood on the anchor pier. This injury was due to an accident on the railway.

The accident to chord 9L anchor arm which occurred in the Chaudière storage yard, and which is frequently referred to in the evidence, is discussed in Appendix No. 11.

An accident to centre post 6R which occurred in the Chaudière yard is also referred to in Appendix No. 11. An injury occurred to one of the north side lower chords, which fell in the Phœnix Iron Company's yard, striking a centre post cap. These pieces were repaired before they were shipped, and have not yet been erected.

The work was delayed owing to lack of railway connections to the bridge site. The Quebec Bridge and Railway Company's railway line giving connection with the Chaudière storage yard was not opened for traffic until July 9, 1905, the first metal for the main spans being placed on the south anchor pier on July 22, 1905. Owing to lack of this connection, all the metal for the anchorages and approach spans, and all the material for the falseworks and traveller, had to be sent to Lévis or Quebec and taken to the bridge site on barges. The beginning of the erection of the main spans was delayed, and considerable difficulty was experienced by the contractor, owing to the congestion of the yards at Phœnixville and Belair. At the present date there are no railway connections with the bridge on the north side of the river; similar conditions existed on the south shore of the river early in 1905.

It was the duty of the Quebec Bridge and Railway Company to see that these rail connections were provided.

The erection traveller is described by Mr. Deans, and is shown in the photographs in Exhibits 126 and 127. Great attention was given to the design and equipment of this traveller, and it performed its work in a manner entirely satisfactory to the erectors. In evidence the erection workmen stated that they had never worked on a bridge on which better appliances were provided, or on which the erection programme had been more perfectly arranged. In order to hasten the erection of the bridge, which had been delayed by lack of rail connections, it was decided in January, 1906, to erect the suspended span with a small traveller, so that the big traveller might be removed to the north shore at an earlier date. This programme, which was followed, was found quite satisfactory, and it tended to increase the safety of the structure during erection, as erection stresses were thereby reduced.

At the time of the collapse of the bridge the small traveller was doing all the work of erection and the big traveller was being dismantled.

In the design of the bridge a normal configuration and loading was assumed in which the stresses in all the members were intended to be axial. In other words, under these conditions no bending stresses would exist at the various joints; under any other loading, therefore, angular changes would either take place or tend to take place at the joints: that is to say, bending stresses would exist.

The shop lengths of all members being computed so that in the normal configuration the members had the normal lengths, it resulted that during erection, when the members were under little or no stress, the whole configuration was distorted, as compared with the normal configuration. The false works upon which the anchor arm was built had therefore to be arranged to conform to the initial configuration. After the anchor arm was erected, the building of the cantilever arm gradually introduced and increased the stresses in the various members of the anchor arm, and at a certain stage the anchor arm became free from the camber blocks on the falsework, which were lowered to assist this movement.

In the original distorted form all field butt joints were in contact only at one edge, since in the normal form they would be in full contact. With the increasing loads on the cantilever arm, due to the progress of erection, these joints gradually approached the condition of full contact, and in doing so revolved about the edges in contact; in the meantime the splices were secured by bolts which could be changed as the movement at the joints improved the matching of the holes. The instructions issued by the Phœnix Bridge Company were that when the joints finally closed the splices should be permanently riveted.

It must be apparent that during the movement in question the stresses at these joints were applied first only at the edges in contact, and that it was not until the joints were fully closed that there was any possibility of uniform distribution of stress. Indeed this condition was not possible until the bridge would be completed and carrying its normal load, and the attainment of this condition would even then be dependent on the accuracy of the mechanical work at the joints.

Drawings No. 8 and 11 in this appendix show in an exaggerated manner the members in the initial distorted configuration; and drawing No. 12 shows, among other things, the records kept of the above described camber movements.

These movements were regularly and carefully observed by the Phœnix Bridge Company's engineer in charge of survey work, and Mr. Deans states that these observations agreed closely with the expected movements as calculated by the designing engineers.

The adopted scheme of erection was carefully worked out in all details before the work of erection began. The results of this study were embodied in a book of field instructions (Exhibit 60), copies of which were furnished to the principal foremen on the work and to the representatives of the Quebec Bridge Company. These instructions were imperative, and were not departed from or varied without approval of the Phœnix Bridge Company at Phœnixville.

Mr. Kinloch in his evidence, referring to these instructions said : 'In fact you had only to follow instructions and the thing would get there itself if you followed the lines laid down.' This statement coming from a bridge erector of Mr. Kinloch's experience is a tribute to the completeness of the prearranged system of erection.

There can be no doubt that the camber problem in the Quebec bridge was much more difficult than in ordinary structures on account of the magnitude of the bridge and the great size of its members.

The progress of erection is illustrated by the dated photographs and the date at which each member was erected as shown on drawing No. 6.

The actual work of erection of the bridge began July 22, 1905, and continued for that season until November 24. This work comprised six panels of the south anchor arm.

In 1906 erection was commenced April 16, and continued until November 29. At the end of this season's work the condition of all joints, as reported by Mr. Birks and Mr. Yenser, complied with the requirements of the Phœnix Bridge Company's

instructions to their employees (Exhibit 60). At this date the anchor arm and practically all of the cantilever arm were erected.

Work of erection was resumed May 1, 1907, and continued until August 29, the date of the collapse of the structure. At that date the fourth panel of the suspended span was in course of erection.

APPENDIX No. 11.

A DISCUSSION OF THE DIFFICULTIES THAT AROSE DURING ERECTION AND OF THE EVENTS AT THE TIME OF THE COLLAPSE OF THE STRUCTURE.

The contract for the construction of the main spans was made conditionally on June 19, 1903, and finally accepted by the Phœnix Bridge Company on March 15, 1904. By the 1st of August, 1904, the assembling of materials for the falseworks on the south shore had commenced, and by the beginning of September, 1904, the erection of the falsework was well under way. The wooden falsework for the supply tracks and the steel falsework for the traveller and bridge trusses were erected simultaneously, not quite one-half of the falsework being put up before December 1, 1904. The erection of the big traveller was commenced, and the storage yard at Chaudière was in working order before the end of the season of 1904.

SEASON OF 1905.

A considerable amount of material was delivered at the Chaudière yard during the winter, but the work was not pushed in the spring of 1905 because there was no rail connection between the bridge site and the Chaudière yard. This connection was completed on July 9, 1905, at which time the framework of the big traveller was being completed, and the falsework had been erected to the main pier but was not finished.

The equipment of the traveller was installed and the erection of the steelwork was commenced at the anchor pier on July 22, 1905. By the middle of September the lower chords of the anchor arm had been erected, the pedestals and feet of the centre posts were being placed and the erection of the web members and upper chords had commenced.

By the end of the season, six panels of the anchor arm, out of a total of ten, were in place. The weight of metal erected during each month is given in the monthly estimate of the chief engineer (Exhibit 42), the total amount erected during 1905 being about 10,500,000 pounds.

The work during the season proceeded satisfactorily both to the Phœnix Bridge Company and the Quebec Bridge Company. There were some difficulties which are described in the evidence. The more important of these were as follows:—

Field corrections, 1905.—The 'field' filed notices of 21 corrections and alterations with the 'office' of the Phœnix Bridge Company's erecticon department. These files up to August 29, 1907, all concern minor alterations that would facilitate erection, but do not call for comment.

Chord A 9L.—In April, 1905, this chord had a severe fall while being handled in the Chaudière yard. One of the hooks that were being used in raising it broke, and the whole chord fell, one end striking on a yard plate lying on the ground, and the other on a pile of eyebars. The drop was five feet at one end and about three feet at

the other. The chord struck in such a way that any resulting bend would have been at right angles to the deflections measured on August 27, 1907. The two lower flange angles were broken. This chord was repaired in July, 1905, in accordance with drawings received from Phœnixville, and to the satisfaction of the Quebec Bridge Company. We have examined these repairs since the fall of the bridge, and we find nothing to justify us in connecting them with the disaster. Whether the chord was strained by its fall so that it afterwards bent more readily under stress is a matter of conjecture that cannot be settled. A discussion of the failure of chord A 9L under less than its working load will be found in Appendix No. 16.

Painting.—There was some discussion because the designs were such that water and snow could lodge in many pockets of the steelwork, and that other parts of it were inaccessible for future painting. Mr. Hoare considered that this was an 'oversight' on the part of both the Phœnix Bridge Company and Mr. Cooper, and on Mr. Kinloch's advice insisted on its being remedied. No changes were made, but better provision for painting was arranged for in the members not yet built.

Masonry.—It was found necessary to delay the placing of the pedestals until the surface of the masonry upon which they were to rest was dressed level. Mr. Cooper would not permit the use of a lead plate under the pedestal, and had pieces of duck, heavily coated with red lead, used instead.

Main shoe right truss.—On placing this in position it was found that the bottom did not bear evenly on the pedestals, there being an opening parallel to the bridge centre line about 4 feet wide and perhaps $\frac{3}{16}$-inch high at the maximum. It was decided that this would close as the weight on the shoe increased, but this closing had only partially occurred up to August 29, 1907. The shop inspector (Mr. McLure in this case) states that no warp existed in the finished pieces in the shop, and that it must have been caused by handling and transportation. The matter does not call for further comment.

Lower chords—bends.—It was noticed by Mr. Kinloch that lower chords A 1R, A 2-R, A 3-R, after they were set, and before any stress came on them, did not look straight, but were wavy to the extent of perhaps $\frac{1}{2}$-inch. He discussed this matter with Messrs. Birks and McLure, and it was decided that it was of no importance. It was also noted early in September, 1905, that the openings at the lower chord splices did not correspond exactly with the erection diagrams (Exhibit 60), 'but seemed to average up about the same,' and also that the inside ribs of chords at splices 1 and 2 did not line up well.*

SEASON OF 1906.

In 1906, erection commenced on April 16, and the south anchor arm was all in place, with the exception of some decorative details, by June 27. Erection continued on south cantilever arm and this was completed, with the exception of some connecting pieces between it and the suspended span before work closed down for the year, on November 26. The total weight of metal erected during this season was about 21,000,000 pounds. Work on the north shore commenced about the middle of July, and a small portion of the falsework was in position by the end of the season.

During this season few difficulties occurred, and these were of a kind usually met with in all large work. The following quotation from Mr. McLure's report to Mr. Cooper, under date of July 21, 1906, gives a fair idea of the conditions existing on the work:—'The whole policy of the Phœnix erection department seems to be to make things safe and take no chances, which is a very satisfactory one to us, and in pursuance of this everything is being bolted up in full in cantilever arm, with the

*On drawing No. 11 the erection markings of the various members are shown, the letters R and L being used to denote the trusses on the Quebec and Montreal sides of the bridge respectively.

largest size bolts the holes will take, post and chord splices, main and subdiagonal splices, as well as all lateral and transverse bracing connections.'

Field corrections, 1906.—Fifty corrections and alterations were reported by the 'field' during this season, none of them being of a serious character as far as the safety of the bridge was concerned.

Painting.—The field inspectors for the Quebec Bridge and Railway Company recorded many minor defects both in the arrangements for future painting and with regard to the shop painting that had been done. There are few bridges built upon which this difficulty does not arise.

Centre post.—Section No. 6 of this post in the Quebec truss (C P, 6R) was injured while being handled in the Chaudière yard in April, the outstanding leg of one of the flange angles of an inner rib being broken through the slipping of a hoisting chain. This break was repaired during the summer in accordance with plans drawn by the Phœnix Bridge Company and to the satisfaction of the Quebec Bridge Company's inspectors. There is no evidence to show that this break was a cause of the collapse of the bridge. On June 2, Mr. McLure reported to Mr. Cooper that the bearing surfaces at the top of C P 1, both R and L, were not even and would not give a good bearing to the centre post ape, these surfaces being made up of the tops of the posts themselves and of two brackets attached to each. Mr. Cooper immediately wired Mr. Hoare as follows: 'Do not allow posts C P, 1, erected until top is made level. Notify McLure.' Mr. Hoare immediately issued instructions to this effect. The Phœnix Bridge Company sent Mr. Scheidl to check Mr. McLure's measurements, and the defect was finally made good in accordance with Mr. Cooper's detail instructions to Mr. McLure. The fault lay both in the fitting of the brackets and in the facing of the posts by the planer. Mr. Cooper considered such workmanship to be disgraceful; but the defects as stated to him were rather exaggerated owing to the methods of measurement adopted by the inspectors.

Compression members.—On July 20, Mr. McLure wrote to Mr. Edwards as follows:—'On a number of the compression members that we have erected—particularly on three or four anchor arm bottom chord sections, in chord 621 S-L (south cantilever arm, bottom chord), and in main diagonal sections for both anchor and cantilever arms (T 5 and T 50), and on 621 S P-5 sections (south cantilever arm subposts), especially the latter—in sighting from end to end, the webs in places are decidedly crooked, and show up in wavy lines apparently held that way by the lacing angles. This makes a very bad appearance, for a person seeing a member like that, and knowing it to be in compression, would at once infer that it had been overstrained sufficiently to bulge the webs. As to its actual effect in the number of cases I have figured out there is no possibility of this causing trouble, as long as the lacing in the members in question is intact.' On September 22, Mr. McLure reported to Mr. Cooper a deflection of ½-inch in a distance of 36 feet and of ¼-inch in a distance of 17 feet in the upper section of post 3-L, cantilever arm (621 U P 3-L). Mr. Cooper replied that he did not like the distortions, but did not see that anything could be done at that stage. No effort was made to correct any of these irregularities, all of which were due either to shop errors or to racking in transportation. We do not connect these undoubted faults immediately with the disaster.

Removal of steel falsework.—In August, 1906, the Phœnix Bridge Company issued instructions covering the removal of the steel falsework bents, under members T O and P I, anchor arm. The draft of the instructions showed that the Phœnix Bridge Company expected the portions of the anchor arm near the main pier to lift first, as the weight erected on the cantilever arm increased, but desired, for convenience of erection on the north shore, to take down the bents near the anchor pier as soon as possible. On September 15, Mr. McLure reported these instructions in detail to Mr. Cooper, and asked him for directions concerning the matter; he also

reported that no lifting was yet visible at any point in the anchor arm. On September 17, Mr. Cooper directed Mr. McLure to permit the removal of the falsework, provided he was satisfied that the remaining bents would not be overloaded. On September 29, Mr. McLure reported that E P, R, had lifted clear of the falsework, and on the same day it was noticed that T O O O-R was free. After discussion in the 'field,' the blocking under T 5-Z, both R and L, was lowered ⅝-inch, T 5 Z-R then swinging free. On October 2, Mr. Cooper advised Mr. McLure that he thought the intermediate bents were too high, and that he should examine them for evidences of extra loading and have them slacked down. 'The whole must be rather a matter of careful observation and judgment rather than any reference to theoretical lines.' Mr. Cooper read this letter to Mr. Szlapka, and during the following week the blocking under T 5 Z, P-4 and T O O O O was lowered on orders from Phœnixville. As this was done without notice to Mr. McLure, who had received Mr. Cooper's instructions about the falsework, he immediately protested against this failure to recognize the inspectors of the Quebec Bridge Company. A short and rather sharp controversy arose over this, which was closed on October 20 by a personal letter from Mr. Hoare to Mr. Deans, below quoted, in which Mr. Hoare very definitely asserts the importance of Mr. McLure's position as the representative of Mr. Cooper and himself, and makes it clear that no important steps are to be taken in the future without Mr. McLure's knowledge:—

(Letterhead, the Commissioners of the Trans-Continental Railway.)

QUEBEC, October 20, 1906.

DEAR DEANS,—I wish to send you a few personal lines on the following matter. Mr. McLure showed me a letter dated October 5, written by him to Mr. Milliken, respecting the relieving of steel falsework bents under anchor arm without giving him notice of such a procedure in order that Mr. Cooper first and then myself be previously notified. Mr. McLure has specific instructions to notify Mr. Cooper of any important procedure, and receive in return any instructions that may be necessary. I fancy changes were made from Phœnixville to relieve the falsework. Mr. McLure—representing the Bridge Company's officers not daily on the work—should have been immediately informed, notwithstanding the fact that you considered your instructions perfectly correct and safe. If Mr. McLure had been informed in time he could have wired Mr. Cooper your intentions without any delay to the work. I entirely endorse his letter to Mr. Milliken and to you on the subject of yours of the 8th inst. to Mr. Milliken.

Both you and Mr. Milliken appear to have misunderstood Mr. McLure's letter. He did not for a moment intend interference with erection orders from your office, but makes a plain request to be informed of important moves of the above nature, and not be ignored, in order that he may perform his duty and carry out his instructions. I regret your remarks on his lack of experience, as it was uncalled for, and as a reflection on the Bridge Company's supervision, and instead of helping matters the tendency will be to ignore general inspection orders which can be considered as given by me personally. Mr. McLure communicates daily with me and weekly with Mr. Cooper to receive instructions when necessary. I am writing you a personal and friendly letter, which I hope will receive your usual generous consideration by seeing that Mr. McLure is better informed in future by your chief representative on the work of any proceedings of importance or of the nature referred to.

Yours truly,

E. A. HOARE.

In the week ending October 29, T 5 Z, P 4, T O O O, and E P, were reported as free from the falsework, and in the following week the blocking at T O O P 2, T O O and P 3 (drawing No. 5) was lowered, P 1 swinging clear while this was being done.

By November 3, only T O O and P 2 were still bearing, and by further lowering of the blocking the whole truss was set free before November 25. This record shows clearly that the right truss rose more quickly than the left truss, and that the centre of the anchor arm remained resting upon the falsework for the longest time. In his evidence Mr. Cooper has expressed the opinion that the blocking near the centre was left too high, and that it acted as a fulcrum, permitting E P and T O to lift from the falsework at an early date, whereas, theoretically, they should have been the last to lift. On page 842 of the evidence he suggests that this condition may have produced an undue and unprovided-for strain on the anchor arm splices. There is no evidence that any serious action of this nature took place, Mr. McLure having been unable to observe any signs of stress at the suspected points, and no deformations in a vertical plane being anywhere on record. In our opinion the failure of the Phœnix Bridge Company to more closely adjust the blocking of the truss to its movements was an error of judgment, as the stresses produced by the gradual working of the truss are not calculable, and the movement should be made as free as possible.

The commission has been unable to satisfactorily determine the respective duties of Mr. Hoare and Mr. Cooper, their real positions being perhaps better brought out by the events of 1906 than by any other evidence. According to Mr. Deans (letter, Deans to Parent, April 24, 1900, Exhibit 75 K), Mr. Cooper had to approve all plans, but all other authority was vested in Mr. Hoare, and this opinion Mr. Deans continued to hold throughout the work (see evidence). According to Mr. Parent (letter, Parent to Holgate, Evidence), Mr. Hoare was practically an executive officer acting in all technical matters on the direction of Mr. Cooper, who was *de facto*, chief engineer. Mr. Cooper himself has stated that the erection plans were not subject to his authority (see evidence), and has disclaimed any responsible connection with the inspection either in the shop or in the field (see Evidence). With few exceptions, all his directions are advisory and not imperative, and he seems to have endeavoured throughout to avoid encroaching upon the privileges and rights properly pertaining to Mr. Hoare's position. He gave frequent directions to both Mr. McLure and Mr. Edwards on technical matters, but throughout the construction period (August, 1905, to August, 1907) he had practically no correspondence with Mr. Hoare. Mr. Cooper's opinions, when given, were accepted by the inspectors as instructions. The impression left with us is that throughout the work Mr. Cooper was in the position of a man forced in the interests of the work to take responsibility which did not fully belong to his position, and which he was not authorized to take, and that he avoided the assumption of authority whenever possible.

Such an organization cannot from an executive standpoint be considered entirely satisfactory. Mr. Yenser closed the season of 1906 with the following report:—

NEW LIVERPOOL, P.Q., November 30, 1906.

The Phœnix Bridge Company,
Phœnixville, Pa.

GENTLEMEN:—

SOUTH SIDE.

I beg to report to-day that all the bolting is fully completed on all metal erected in accordance with your instructions.

The work for closing down for the winter is nearing completion. The traveller has been unrigged, and all tools are properly stored. The engines on the traveller are housed, and the shelters are now being covered with tar paper.

The storage yard is closed, and the locomotive put away.

The large scow has been beached, and preparations for putting the small scow in winter quarters are under way.

A general report will be sent you at the entire closing down for the season.

Yours truly,
B. A. YENSER.

SEASON OF 1907.

Work for the season of 1907 began in March, it being necessary to have a yard prepared to receive material on the north shore by early spring. The yard was located at Belair, close to the junction of the Canadian Pacific and National Transcontinental Railways. Work on the trusses began on May 1, but until May 31 was confined mainly to riveting. Using the big traveller, the connecting links between the cantilever arm and the suspended arm were put in, and the small traveller was built. On July 13, the erection of the suspended span was commenced, the small traveller being used, and the dismantling and removal of the big traveller was begun. Both of these operations were in progress when the bridge fell, on Thursday, August 29.

On the north shore work continued at a leisurely rate from about May 15 until the day of the accident. The north shore falsework was not fully erected by that date, there being no reason to hurry, because rail connection could not be obtained.

During this season less than 3,000,000 pounds of metal was erected. The last progress estimate (August, 1907) showed that about 34,400,000 pounds in all had been erected.

Riveting.—It had been intended to delay much of the riveting of the structure until the erection of the south half of the bridge was completed, and all joints had their full stress; but at a meeting between Mr. Cooper and Mr. Szlapka, on May 10, it was decided that riveting could be done at once at all joints where the connecting pieces had taken their full bearing. The estimate of the amount of field riveting in the south half of the bridge was as follows:—

Part of bridge.	No. of rivets.
Anchor arm and centre posts	121,000
Cantilever arm	98,700
South half of suspended span	53,300
Total	273,000

Some minor riveting was done in 1905, and in 1906 the joints of the floor beams and those near the anchor pier were riveted, but the bulk of the riveting was not started until 1907. Drawing No. 7 shows the dates on which the joints of the main trusses were riveted. The following table shows the number of rivets driven during the periods specified:—

Period.	No. of rivets driven.
During 1905	7,807
" 1906	46,301
" May, 1907	31,517
" June, 1907	26,512
" July, 1907	38,917
" August, 1907 (not including August 29)	28,019
Total	179,073

On August 3, Mr. McLure reported that the anchor arm was ninety per cent riveted, although the bottom lateral braces in panels 6, 9 and 10 were not riveted; and that forty per cent of the riveting on the cantilever arm was done. At the same date the lower chord splices at 5-6, 9-10 and 10-11 were the only chord splices in the anchor arm remaining unriveted. Throughout the season the work proceeded satisfactorily; there were practically no difficulties until after August 1.

Fourteen corrections and alterations were reported by the 'field' to the office of the erection department.

The surveys in May showed that the truss had stood up very well throughout the winter, the movement of the centre post being trifling, indicating that the stresses then existing were well within the strength of the members. On July 20, a wooden derrick that was being used in the dismantling of the big traveller was struck by lightning. The derrick mast was shattered, but no other damage was done.

The difficulties with the lower chords that finally resulted in the collapse of the bridge were noted early in the season, but those first observed were considered to be of minor importance. The joints between lower chords 5 and 6, anchor arm, remained open ⅜-inch on the lower side long after all the others had closed. They finally closed shortly before the disaster, and on August 29 were being riveted. No explanation has been offered of the slow closing of these joints, and from their nearness to the falsework bents at T O O and P 2 it is possible that the pressure of the falsework may have had something to do with this.

On June 15, Mr. McLure reported to Mr. Cooper as follows:—'In riveting the bottom chord splices of south anchor arm, we have had some trouble on account of the faced ends of the two middle ribs not matching as per following sketch (the sketch shows that at the lower sides the middle ribs of the abutting chords were out of line by ⅛ to ¼ inch, this offset decreasing to nothing near the mid depth of the ribs). This has occurred in four instances so far, and by using two 75-ton jacks we have been able to partly straighten out these splices, but not altogether. These were probably in this condition when erected, but owing to the presence of the bottom cover plate, it was then impossible to detect them, and it was only when this plate was removed for riveting that the inequality was noticed. The chords found in this shape were between 3 and 4, 7 and 8 and 8 and 9, in east truss, and 8 and 9 in west truss. You will note that this occurs only on inside ribs, which are provided with but a single thin splice plate each. I think that a heavy plate on each side of these ribs, bolted up tight when chords were erected, would have remedied this, i.e., drawn the ribs together till the "faced ends matched."' Mr. Cooper replied on June 17, saying:—'Make as good work of it as you can. It is not serious. It would be well to draw attention to as much care as possible in future work to get the best results in matching all the members before the full strains are brought upon them.'

It should be noted that of the four joints mentioned, those between chords 3 and 4 and 7 and 8 had originally been opened at the lower side and had come together by 'camber' movement; but the 8 and 9 joints had been set with the lower edges abutting. During the first stages of erection, the upper edges of all the ribs at a joint were exposed to view, as the upper cover plate was not in place. Mr. Kinloch, to whose practical knowledge of bridge work and powers of observation much of the excellence of Mr. McLure's report is due, states in his evidence that he observed gaps between abutting ribs as great as ⅜-inch due to irregular finish of the planed ends of the chords. In the examination of the material in Belair yard the commissioners found irregularities of workmanship which would account for the conditions described above, and in our judgment these could have been avoided only by matching the chords together in the shop previous to shipment. The small gaps between abutting ends of chords closed as the pressure on the chords increased, with no result other than producing irregularity of stress, but the lateral deviations had to be corrected by the use of jacks.

As Mr. Cooper, in his evidence (see evidence), has expressed the opinion that these lower chord joints were, during erection, the weakest and the most hazardous part of the structure, and that they suffered from lack of appreciation of the necessary care to be given them, it is advisable to closely review all evidence concerning them. The chords consisted of four deep and narrow ribs latticed together and finished with square ends so that the pressure might be transmitted from one chord to the next by contact of the abutting ends. Under the system of erection adopted it was possible to place the adjoining chord ends in contact only at either the upper

or lower edges, and it was expected that the chords would gradually turn during the settlement of the bridge until the end surfaces came fully in contact, as is more fully described in Appendix No. 10. This expectation was realized. The adjoining chords were held together by eight spliced plates, an upper and a lower horizontal plate, two vertical plates on each outside rib and one vertical plate on each inner rib. The order of erection required that the lower plate should be put in position before the next chord was set: the vertical plates were next placed, and the erection of the joint was finished by bolting on the upper plate. Owing to the erection angle at the joint it was possible to use full size bolts on only one horizontal plate and on one edge, either upper or lower, of each vertical plate. The instructions with regard to the bolting were very definite, and read as follows (see Exhibit 60):—'all bottom chords to have two-thirds of all holes of web splices filled with 1-inch bolts on the outer ribs, and ⅞-inch bolts on the inner ribs, or their equivalent in smaller bolts or drifts. For top splice plate apply rule (1), (this requires that every hole shall be filled with a bolt), and never take off splice plate again, not even while driving rivets in web splices. Bottom splice plate to be bolted with bolts (two-thirds value). While driving rivets in web splices of chords, remove bottom splice plate and bolt across flanges temporary angles to keep flanges in place.' Owing to the camber openings at the joints it was found necessary in some cases to use ⅞-inch bolts, as no larger bolts could enter the holes in their erection condition.

The evidence shows that these instructions were carried out, but not with a full appreciation of their importance. Mr. Birks, who was admitted by all witnesses to have been an exceptionally accurate and painstaking inspector, examined all the bolting towards the end of the season of 1906, this examination being made on direction of Mr. Deans, and at the express request of Mr. Reeves, the president of the Phœnix Bridge Company. He reported as follows:—

All bottom chord splices in anchor arm—top plate full—bottom plate and webs 67 per cent—all joints bolted as per instructions;' and also, 'all chords in the first five panels of the cantilever arm top plate full—rest 67 per cent.' Mr. McLure's report about bolting has already been quoted, and Mr. Kinloch, in his evidence, states that the Phœnix Bridge Company's instructions about bolting were fully obeyed, but that he personally did not pay much attention to the bolting of the bottom cover plate, as he knew that it had to come off during riveting. Beauvais, the riveter, in his evidence casts some doubts upon the inspectors' reports, and we are of the opinion that the top and bottom cover plates and the splice plates for the outside ribs, all of which could be readily seen by the inspectors, were correctly bolted, but there may have been some cases of insufficient bolting on the inside ribs. Such cases were we think rare. It was intended that, as the camber openings closed, the smaller bolts should be taken out and replaced by larger bolts on all outside plates, the inner plates being difficult of access until the bottom cover plate was removed. This idea does not seem to have been followed in practice to any extent, nor is there any evidence to show that the bolting was systematically tightened up, as it worked loose with the adjustment of the structure. The evidence also shows that the bottom cover plates were left off during the whole period of riveting a joint (usually from ten days to two weeks), and that in the case of 7-8 L cantilever arm this plate was off for nearly the whole month of August, 1907. We must therefore conclude that the splice plates at the joints were rather loosely attached, and that the importance of rigidity at these points were strangely overlooked.

It should be noted that this system of bolted splices was a necessity due to the method of erection adopted, but that there was no reason why the end details of the chords and the splice plates themselves should not have been much more strongly and rigidly designed. The erection problem was unique in magnitude, particularly in the camber requirements, and the method followed by the Phœnix Bridge Company closely corresponds to that in general and successful use on smaller structures. It

is open to criticism on theoretical grounds, and it is possible that other engineers might, by other design, serve the same ends: the problem in its dimensions is so entirely new, that there is room for much study and invention in erection methods for great structures.

We know of no reason why the method adopted cannot be successfully used, but the evidence shows that the Phœnix Bridge Company failed to appreciate the important influence that end details and splices had on the strength of the chords. Steps were not taken to ensure that the work was so handled that the maximum rigidity consistent with design was secured at these joints. Considering the circumstances, we know of no good reason why the riveting should not have been much further advanced before the great stresses created by the erection of the suspended span were thrown upon the joints. The report of Mr. McLure on November 10, 1906, shows that all but eight of the forty lower chord joints were then closed and ready for riveting. Mr. Cooper has clearly stated that he did not consider that the erection methods were subject to his control, although the evidence shows that he was frequently consulted about them, both by Mr. Szlapka and by Mr. McLure. The erection problem in this case was of great importance, and the Quebec Bridge Company did not place their interests under the direct and responsible control of an experienced engineer acting solely on its behalf.

Difficulties developed almost as soon as the erection of the suspended span got well under way. On August 6, Mr. McLure reports as follows:—

New Liverpool, P.Q., August 6, 1907.

Mr. Theodore Cooper,
Consulting Engineer,
45 Broadway, New York City.

Dear Sir,—In riveting up the splice between chords 8 and 7 in the west truss of south cantilever arm we found the condition of the inside ribs at splice as indicated in the following sketch (drawing No. 30).

Owing to the limited space between the two inside ribs, it would be impossible to jack this splice back, and as the condition is not nearly as bad at the top of the splice, we have proposed putting a diaphragm between the two inside ribs to cover the first five rivets up from the bottom on each side of the splice, as indicated in red in the sketch above. The splice plates being riveted on the two inside ribs, it will be necessary to cut out and redrive twenty rivets to do this. This provision, together with the top and bottom cover plates, should be sufficient to hold this splice against the thrust due to its being out of line, which thrust when under its maximum compressive stress I estimate at not over 60,000 pounds.

The Phœnixville office is being notified of this plan, and if they will approve will wire us. If this also meets with your approval, or if you wish to suggest another way to remedy the difficulty, will you please wire me at St. Romuald, P.Q., care Phœnix Bridge Company, as the riveting gangs are ready to finish riveting this splice.

Very truly yours,

N. R. McLURE.

Upon receipt of this letter, Mr. Cooper wired the Phœnix Company as follows, August 8:—

New York, August 8, 1907.

Phœnix Bridge Company,
Phœnixville, Pa.

Method proposed by Quebec for splicing joints at lower 7 and 8 chords is not satisfactory. How did bend occur in both chords?

THEODORE COOPER.

And wrote Mr. McLure on August 9 as follows:—

NEW YORK, August 9, 1907.

N. R. McLURE, Esq.,
Inspector for Erection, Quebec Bridge,
New Liverpool, P.Q.

DEAR SIR,—Yours of the 6th regarding bent condition of lower 7 and 8 chord joint came yesterday. I wired Phœnix that the proposed method as sketched by you for repairing was not satisfactory. Also asked, what you should have reported, how did both these chords get bent?

In my opinion these webs can be brought back to proper line by use of fifteen to twenty 1-inch bolts, threaded at both ends for nuts, passing through the two webs of that half of chord. Of course means must be taken to stiffen the straight web against its bending when the bolts are tightened.

If necessary, after getting the bent webs in line, to hold them, spacers and possibly some through bolts may be used.

Some more satisfactory method than the one shown in your sketch must be devised.

Mr. Deans telegraphs that upon Mr. Szlapka's return he will give me fuller facts.

Yours truly,

THEODORE COOPER.

Then the following telegram was received from Mr. Deans:—

PHŒNIXVILLE, PA., August 9, 1907.

THEODORE COOPER,
Consulting Engineer,
45 Broadway, New York.

Mr. Szlapka happened to be at bridge site yesterday; expect him home to-morrow, with full information concerning chord joint; will then write you fully.

JNO. STERLING DEANS.

To which Mr. Cooper replied as follows:—

NEW YORK, August 9, 1907.

JOHN STERLING DEANS,
Chief Engineer Phœnix Bridge Company,
Phœnixville, Pa.

DEAR SIR,—Your telegram regarding chord joint at hand. The method proposed as sketched by Mr. McLure is not satisfactory as I telegraphed yesterday.

These bent webs can be pulled back by use of about fifteen to twenty 1-inch bolts (in 1⅛-in. holes) threaded at both ends for nuts, passing from the outer to the inner bent web. The outer straight web being stayed in some manner against its bending.

If the bent webs after being pulled into line, tend to go back when released from the bolts, stays must be introduced to hold them in position. Possibly it may be necessary to permanently rivet in some of these 1-inch bolts.

Please let me know what method you propose to use.

It is a mystery to me how both these webs happened to be bent at one point and why it was not discovered sooner.

Yours very truly,

THEODORE COOPER.

On August 10, Mr. Deans wrote as follows:—

PHŒNIXVILLE, PA., August 10, 1907.

THEODORE COOPER, Esq.,
Consulting Engineer,
45 Broadway, New York.

DEAR SIR,—Splice cantilever chords 7 and 8.

Mr. Szlapka did not return to-day as expected, but will no doubt be here on Monday, when we will write you at once.

Yours truly,

JOHN STERLING DEANS.

and on 12th Mr. Deans wrote as follows:—

PHŒNIXVILLE, PA., August 12, 1907.

THEODORE COOPER, Esq.,
Consulting Engineer,
45 Broadway, New York.

DEAR SIR,—Chord splice south cantilever arm, 7 L and 8 L.

Mr. Szlapka reached the office this morning and I am able to give you information in conection with this one joint.

All ribs of the chord 7 L have a complete and full bearing on ribs of 8 L. The bend was no doubt put in the rib in the shop, before facing and was probably done when pulling the ribs in line to make them agree with spacing of these ribs and the clearance between ribs, called for on the drawing. The bend being on only one rib of one chord, there being a full bearing over the entire rib, all splice plates being readily put in position, we do not think it necessary to put in the diaphragm suggested by the erection department.

Please let us hear from you on this subject promptly, and oblige.

Yours truly,

JOHN STERLING DEANS.
Chief Engineer.

On August 13th in reply to Mr. Deans, Mr. Cooper wrote as follows:—

NEW YORK, August 13, 1907.

JOHN STERLING DEANS,
Chief Engineer,
Phœnix Bridge Company,
Phœnixville, Pa.

DEAR SIR,—The information regarding chord splice 7 and 8 L, is so different from the dimension sketch sent by Mr. McLure, I can take no action on this matter till the exact facts are presented. Please have your resident engineer and Mr. McLure re-examine this joint and send the exact condition of this rib, as to the amount of the bends and relation of the bearing surfaces to each other.

I don't see how one rib being bent, only, as stated in your letter, there can be a complete and full bearing of these ribs.

Neither can I understand how pulling the ribs into line at the shop could bend it out of line.

I will write Mr. McLure to-day to have a further investigation of this joint and to report as promptly as possible.

Yours very truly,

THEODORE COOPER.

And on the same day Mr. Cooper wrote Mr. McLure:—

NEW YORK, August 13, 1907.

N. R. McLURE, Esq.,
Inspector for Erection, Quebec Bridge,
New Liverpool, P.Q., Canada.

DEAR SIR,—Mr. Deans writes me that only one rib at joint 7 and 8 L is bent, and still that there is a full and complete bearing, that the bend was no doubt put in the chord in the shop before facing.

I have asked him to instruct his resident engineer to join with you in making an exact report, with dimensions of the conditions of this joint, with amount of bearing and if it is a square bearing or askew.

In reference to the splicing of T-5 and T-5 O mentioned in your letter of 10th, I do not care to interfere with the regular programme as I have not followed the various actions of the loadings at different stages. Without going into it carefully, I think there will be more compression at these points with more of the suspended span in place.

Please report promptly regarding joint 7 and 8-L with all the facts.

Yours truly,

THEODORE COOPER.

Mr. Deans wrote Mr. Cooper on 14th as follows:—

PHŒNIXVILLE, PA., August 14, 1907.

THEO. COOPER, Esq.,
Consulting Engineer,
45 Broadway, New York.

DEAR SIR,—Chord splice 7 and 8 L—Your letter August 13th.

I will have a full and complete report made of this joint by Mr. McLure and Mr. Birks and submit it to you earliest possible moment.

Yours truly,

JOHN STERLING DEANS, *C.E.C.*,
Chief Engineer.

On August 14 Mr. Cooper received the following letter of 12th from Mr. McLure:—

NEW LIVERPOOL, P.Q., CANADA,
August 12, 1907.

Mr. THEODORE COOPER,
Consulting Engineer,
45 Broadway, New York.

DEAR SIR,—I beg to acknowledge the receipt of your letter of August 9 and have noted what you say regarding the method of repairing splice between chord 7 and 8 cantilever arm west truss. We will not do anything with this then until the matter has been arranged between yourself and Mr. Szlapka.

The reason I did not report at first as to how these chords got bent was because there were many different theories here as to the cause, no one of which I was at that time ready to accept. One thing I am reasonably sure of, and that is that the bend has occurred since the chord has been under stress, and was not present when the chords were placed. This being the case, the cause of the bend would seem to be the slight overrunning in length of the bent rib in either chord 7 or 8. Owing to the fact that these chords are faced on the rotary machine the four ribs at once, this would at first seem to be out of the question, but it seems to me that after the first end of a chord has been faced in turning it with the crane, to bring the other end into position, for facing, it might be possible for one rib to work slightly by the others longitudinally, without being noticed, and in spite of the latticing and thus cause a slight difference in

length. In fact, in taking the opening in the chord splices on the south anchor arm, it has often been noticed that a considerable variation existed between the openings of the different ribs at the same splice, which difference I was not able to account for except by the above theory that, during transportation, and in the handling before erection, some of the ribs have worked slightly in a longitudinal direction by each other. In the case in question, of course, this must have happened between the time of facing one end and the other. If this is correct, then it will be a pretty hard matter to draw the splice back into line with bolts, and our idea in suggesting that diaphragm was to prevent this eccentricity from increasing, rather than to correct that already there.

As I had supposed, the strike in force for the last three days of last week, has been settled and work was again resumed this morning. A meeting of the 'Union' was held Saturday night and enough of the discontented element had been lost so that when the matter was brought to a vote the majority were found to be in favour of returning to work under the original agreement. Those who were not in favour of returning to work, however, are now leaving so that our force is reduced greatly on both sides of the river.

Since writing the above I have discovered that splice between the chords 8 and 9 on west truss of south cantilever arm is in the same condition exactly as that between 7 and 8, except that the bend is *only* $\frac{1}{8}$-in. instead of $\frac{3}{4}$-in. at the bottom, and runs out so that on top this rib is in line as are the other three.

This is the same rib, and the bend is in the same direction as that reported for the other splice. When it is decided in what way to treat the splice between chords 7 and 8 we will repair that between chords 8 and 9 in a similar manner.

Yours very truly,

N. R. McLURE.

To this Mr. Cooper replied on August 15 as follows:—

NEW YORK, August 15, 1907.

N. R. McLURE, Esq.,
Inspector Erection, Quebec Bridge,
New Liverpool, P.Q., Can.

DEAR SIR,—None of the explanations for the bent chord stand the test of logic.

I have evolved another theory, which is a possible if not the probable one. These chords have been hit by those suspended beams used during the erection, while they were being put in place or taken down. Examine if you cannot find evidence of the blow, and also make inquiries of the men in charge.

Yours very truly,

THEODORE COOPER.

A further report was made by Mr. McLure on August 16:—

NEW LIVERPOOL, P.Q., CANADA, August 16, 1907.

Mr. THEO. COOPER,
Consulting Engineer, 45 Broadway,
New York.

DEAR SIR,—Referring to your letter of the 13th, regarding splice between 8-L and 7-L on south cantilever arm, you have no doubt by this time received my letter of the 21st instant, giving my theory of the cause of this bend. These conditions are as indicated in my report of August 6. Mr. Birks, the resident engineer for the Phœnix Bridge Company, reported exactly the same thing, in somewhat different language to Phœnixville, but Mr. Deans has evidently taken a different meaning from his report

than was intended. He evidently thinks that only one rib of one chord is bent, whereas it is the same rib of each chord, as indicated in the sketch I sent you. There is really nothing to add to the two letters I have already written regarding this bend, except to say that all the four ribs have full bearing on each other, as indicated also in the sketch of August 6. In order to verify our first reports, Mr. Birks and I made a careful and more thorough measurement of this splice to-day, both top and bottom, and I am inclosing a blue print of a sketch made as a result of these measurements. It indicates practically the same condition as described in my first letter, except that it is given more in detail (see drawing No. 30).

As to the cause of this bend, regarding which I wrote you on August 12, Mr. Deans seems to think that it was put in in the shops; but that is because he did not understand the conditions existing. Aside from the fact that it would be hardly probable that these two ribs of different chord sections should be bent the same way, exactly the same amount in the shops to dimensions ½-inch to ¾-inch less than called for; I am reasonably sure, as I said before, that this condition did not exist before the erection of these chords, as I have personally inspected every member yet erected in this bridge thus far, except the bottom chords of anchor arm, on the cars just before the erection, looking particularly for bends in ribs of compression members, and wherever discovered have taken measurements of the amounts and recorded them. If these ribs then had been this much out of line before erecting, it would be well nigh impossible to miss seeing them. Consequently the only way the bend could have occurred, it seems to me, is that reported in my letter of August 12.

I trust that these explanations, with the inclosed sketch, will make the matter entirely clear. Mr. Birks is sending same sketch to Phœnixville to-day.

Yours very truly,

N. R. McLURE.

Mr. Deans also received a copy of this sketch, and wrote Mr. Cooper on August 20 as follows:—

PHŒNIXVILLE, August 20, 1907.

THEO. COOPER, Esq.,
Consulting Engineer, 45 Broadway,
New York.

DEAR SIR,—We have advice from your field that you received copy of sketch No. 28, giving further details in connection with cantilever chord splice 7-L and 8-L. You will notice that the two chords have a perfect bearing with each other at all ribs; both chords having one bent rib and not one chord only as we first understood.

Yours truly,

JNO. STERLING DEANS,
Chief Engineer.

To which Mr. Cooper replied on August 21 as follows:—

NEW YORK, August 21, 1907.

JOHN STERLING DEANS, Esq.,
Chief Engineer, Phœnix Bridge Company,
Phœnixville, Pa.

DEAR SIR, I received copy of sketch of joint 7 and 8-L two days ago.

I wrote Mr. McLure last week, telling him none of the theories as to how this bending occurred were logical. That my theory was a blow on this rib after the two sections were in contact, and that it probably was done in moving the suspended beams used in erecting. To examine carefully to see if he could find any evidence of this; he has not yet reported. He did report a similar bend at L-8 and 9 west truss in same rib but of less amount.

I still believe this bend can be partly removed by use of long bolts with threads at each end, outer rib being stiffened to prevent its bending. If it can be pulled nearer straight, stays or bolts must be provided to hold it against future movement.

I cannot consent to let it go without further action as the rivets in the cover splices would not satisfy the requirements to my mind.

Yours very truly,

THEODORE COOPER.

This letter was acknowledged by Mr. Deans on August 23:—

PHŒNIXVILLE, PA., August 23, 1907.

THEO. COOPER, Esq.,
Consulting Engineer, 45 Broadway,
New York.

DEAR SIR,—Joint 7-L and 8-L south cantilever arm. Referring to your letter of August 21, I notice you expect to hear again from Mr. McLure. As soon as you have his report kindly let us hear from you again and oblige.

Yours truly,

JNO. STERLING DEANS.
Chief Engineer.

On August 26 Mr. Cooper wrote the following letter:—

NEW YORK, August 26, 1907.

JOHN STERLING DEANS,
Chief Engineer Phœnix Bridge Company,
Phœnixville, Pa.

DEAR SIR,—Mr. McLure reports that he can find no evidence of the bent ribs having been hit and does not think they could have been struck. This only makes the mystery the deeper, for I do not see how otherwise the ribs could have been bent.

When convenient I would like to discuss with Mr. Szlapka the best means of getting these ribs into safe condition to do their proper work.

Yours very truly,

THEODORE COOPER.

This was acknowledged August 27 by Mr. Deans:—

PHŒNIXVILLE, PA., August 27, 1907.

THEO. COOPER, Esq.,
Consulting Engineer, 45 Broadway,
New York.

DEAR SIR,—Chord splice 7 and 8 cantilever arm, south side.

Replying to your letter of August 26th, I will have Mr. Szlapka call to see you first opportunity, to discuss this question. He will wire you later the day he will be in New York.

Yours truly,

JNO. STERLING DEANS,
Chief Engineer.

This was the last that transpired with regard to the bent ribs at joint 7-L and 8-L cantilever arm, and it is plainly indicated that no one except Mr. Cooper looked upon this matter as serious or as indicating any consitutional weakness. It will be noted that the bends at 7 and 8 were reported on August 6, the bends at 8 and 9 discovered

on August 12, and that both bends were in the west truss, that previously from time to time chords with ribs more or less wavy had been reported, and Mr. McLure gave it as his opinion that these bends were caused by stress since erection, because he was sure they were straight when erected, while Mr. Deans thought the bends were made in the shop.

While Mr. Deans, after Mr. Szlapka's return, gives certain information as to the bend in the 7 and 8 splice, Mr. Szlapka states that on his visit to the bridge he did not examine this splice, and further says that during none of his three visits to the bridge did he examine any chords.

Mr. Kinloch states in his evidence that he did not notice the bends at the 7-L—8-L joints when the bottom cover plate was first removed, and that he felt confident that these distortions took place after the removal of the cover plate.

It seems clear from the above that Mr. Cooper's statement that the delicacy of the joints was not sufficiently appreciated by the Phœnix Bridge Company is substantiated. Mr. Szlapka was on the ground and made no special examination in the matter, and and Mr. Deans endeavoured to throw the blame for the distortions entirely on the shop work. No evidence has been shown to us to prove that Mr. Deans had any grounds for this assertion, and his inspector, Mr. Morris, was in possession of information that indicated that there was no great probability that such an error could have escaped detection. On August 20 Mr. Kinloch discovered that chord 8-R of cantilever arm was bent, and afterwards found that 9-R and 10-R also showed distortion, he called Mr. Birk's attention to this condition, but neither of them considered it of importance. Mr. McLure was ill and did not see these bends until several days after they were found (August 23), but Mr. Yenser was made aware of them. On August 23 the joint at chords 5-6 R of cantilever arm was found to be off on one centre rib ½-inch at bottom, the offset running to nothing at top. Mr. Kinloch visited chord 8-R daily for several days and imagined that the bend was becoming greater, all four ribs being bent, but not alike.

The bend in chord 9-L anchor arm was discovered about 9.30 a.m., August 27, to have greatly increased, it having been previously noted and being under observation. Owing to the fact that the 25th was a Sunday, and that there was practically no work done on the 26th, it is doubtful whether this chord was examined between the 24th and the 27th. Mr. Kinloch, who made the discovery, in his evidence says :—

'Q. Please relate the occurrences following your discovery of the bent chord on August 27?

'A. Immediately after discovering the bend I brought the matter to the attention of Mr. Yenser and Mr. Birks, and with them re-examined both chord A 9-L and several other lower chord members. We did not know what to make of the matter, and then went up to our office and arranged with Mr. McLure to have the deflections of the suspicious chords measured. This measurement, which was made by Birks, McLure and myself, showed the extent of the deflections; and their cause and their ultimate result immediately became a matter of very active discussion. Mr. Birks expressed himself definitely as being of opinion that there was no danger, and endeavoured to persuade me that the bend had always been in the chord. Mr. Yenser and I were uneasy, and considered the matter serious, and finally suggested that Mr. McLure and Birks should go to New York and Phœnixville for advice. It was considered that the matter could not be satisfactorily explained by telegraph or telephone, and none of us expected immediate disaster. Mr. Birks and Mr. McLure did not welcome our suggestion, saying that they would only be laughed at on arrival, and it was finally agreed to refer the matter of sending to headquarters to Mr. Hoare, who decided in favour of our suggestion. Mr. Hoare visited the bridge on the Wednesday and spent most of the day there. He appeared very anxious that I should abandon my position of being positively convinced that the bend had occurred since the erection of the cantilever arm was completed, and argued both this and some

possible methods of strengthening the chords by bracing several times with me. I was somewhat excited and much annoyed at the unwillingness of all the engineers to accept my statement of facts, and on both Wednesday and Thursday avoided further discussion of the matter as much as possible. It was understood that Mr. McLure would immediately wire me if Mr. Cooper took a serious view of the situation, but this he failed to do. Mr. Birks, however, told me on the morning of the 29th instant that he had been advised by 'phone from Phœnixville that they had a record which showed that the bends had been in the chord before it was shipped from Phœnixville, and that he had just advised Mr. Hoare by telephone at the request of Mr. Deans to that effect.'

As soon as the measurements above referred to were made, it was recognized by Mr. Yenser and the inspectors that they were face to face with a crisis. Mr. Yenser announced his intention of stopping erection until he had referred the matter to Phœnixville. The measurements were plotted (drawings Nos. 28, 29 and 30 have been prepared from these plottings), and were reported by mail to Mr. Cooper and to Phœnixville, these reports being delivered on the morning of the 29th. Owing apparently to anxiety already existing among the workmen (see evidence D. B. Haley) it was not considered wise to use either telegraph or telephone. As suggested by Mr. Kinloch, Mr. McLure reported the matter fully to Mr. Hoare on the evening of the 27th, the delay of about twelve hours being accounted for by the making and plotting of the measurements and the necessity of using a personal messenger, as it was not wished to report particulars over the telephone. It is clear that Mr. Yenser, Mr. Kinloch and Mr. McLure were very much alarmed, but Mr. Birks could not be convinced that the bends had recently taken place. He knew better than anyone else on the work the care with which the calculations and designs had been made, he was familiar with the experience and abilities of the designers, and could calculate that the stresses were then far below the expected maximum. To engineers the force of such reasoning is very great, and we do not consider that the confidence Mr. Birks placed in his superiors was in any way unusual or unreasonable. There was no misunderstanding, however, on his part; he realized that if the bends had not been in the chord before it was erected the bridge was doomed, and although Mr. McLure had evidence that the bends had increased more than one inch in the course of a week, although Mr. Kinloch was positive that the bends had very recently greatly increased, and although Mr. Clark stubbornly maintained that the chord was absolutely straight when it left Chaudière yard, Mr. Birks still strove to convince himself that they must have been mistaken. Mr. Hoare evidently concluded that the matter was too serious for him to settle by any offhand decision, and approved Mr. McLure's mission to New York, wisely requiring that he should get all possible facts before leaving, so that Mr. Cooper need not wait for further information on which to base a decision.

The text of Mr. McLure's report of August 27th is as follows:—

New Liverpool, P.Q., August 27, 1907.

Mr. Theodore Cooper,
Consulting Engineer,
45 Broadway, New York.

Dear Sir,—I inclose sketches showing condition of bottom chord sections No. '606-9 L' of south anchor arm and '621-9 R and 8 R' of south cantilever arm, as found from measurements made to-day by the Phœnix Bridge Company's assistant engineer and myself, by stretching a line from batten plate to batten plate as indicated on the sketches and measuring from this line held taut, to each rib, top and bottom. It was noticed this morning that these chords were bent in this manner, as it is very evident to one walking over them, and as it looked like a serious matter, we measured them.

Although a number of the chords originally had ribs more or less wavy, as I have reported to you from time to time, it is only very recently that these have been in this condition, and their present shape is undoubtedly due to the stress they are now receiving. Only a little over a week ago, I measured one rib of the 9-L chord of anchor arm here shown, and it was only ¾-inch out of line. Now it is 2¼ inches.

In the sketches the red indicates straight lines, and black ones the ribs of chords. A top and bottom view is shown in each case. You will note that chords '606-9 L' and '621-9 R' have all ribs bent in same direction, while '621 8-R' has its ribs bent in reverse curves. These bends had become so apparent by to-day that the gangs riveting at these points noticed them, and called Mr. Kinloch's attention to them.

This matter is being reported in this mail, with sketches from the same measurements, to the Phœnixville office, and the erection will not proceed until we hear from you and from Phœnixville.

Yours very truly,

N. R. McLURE.

Wednesday, August 28, was a day of waiting and uncertainty. Mr. Yenser had changed his mind during the night and in the morning continued erection. The men were uneasy and alarmed and the officials were anxiously awaiting instructions from Phœnixville or New York. Mr. Yenser's decision to continue work, was laid before Mr. Hoare, and Mr. Hoare, upon whom, as chief engineer, the final responsibility for every step taken rested, decided that he had acted wisely. Mr. Hoare makes this clear in the following letters to Mr. Cooper:—

Letterhead—

(The Quebec Bridge and Railway Company.)

QUEBEC, August 28, 1907.

THEODORE COOPER, Esq.,
35 Broadway,
New York City.

DEAR SIR,—I wired you to-day as under:—

Have sent Mr. McLure to see you early to-morrow to explain letter mailed yesterday about anchor arm chords.

Also the following message to the Phœnix Bridge Company. 'Mr. McLure will call to-morrow to explain Birks' letter *re* anchor arm chords, will see Mr. Cooper first.'

Regarding this matter I thought it best for McLure to go at once to be able to explain matters and answer questions. He did not have much time for extended investigation before leaving.

I have been at the bridge all day trying to get some evidence in connection with the bending of the ribs in this chord. Mr. Kinloch noticed it for the first time yesterday and all inspectors declare that no such pronounced distortion existed a few weeks ago. Mr. McLure made measurements yesterday afternoon and brought them to my house late last night, and stated that the erection foreman hastily concluded that he would not continue erecting to-day, which alarmed me at the time. Upon arriving at the work this morning he thought better of it and decided to go ahead, at the same time asking me if it would be all right. After ascertaining that the effects from moving the traveller ahead and proceeding with the next panel would be so insignificant I requested him to continue, as the moral effect of holding up the work would be very bad on all concerned and might also stop the work for this season on account of losing the men. From further investigation during the day I cannot help concluding that the metal received some injury before it was erected, as the corresponding chord in the same panel, and stressed the same, is in good condition. These panels are being stressed to-day, approximately, about ⅞ths of their maximum, and it is difficult to believe that this is the entire cause of the distortion. Now and again a rib in certain

members is found to be a trifle longer than another, which, when compressed, might cause a trifling kink in it. There are a few examples of this. The chord in question, when being lifted to the cars in the storage yard broke loose from the grips, one end of which fell a distance of 6 feet on to timber sills, the other end fell a distance of 2 feet on to a block of eyebars. In falling it fell over on its side breaking one of its angles on the north end splice and twisting some of the lacing bars, all of which were renewed. After this the inspectors reported the ribs perfectly straight. On account of this chord falling on to two rigid higher points at ends, with no support in the middle but soft material, the conclusion would be that the deflection would be downward; as a matter of fact, the evidence shows that it was in the opposite direction. Since Mr. McLure left, Mr. Birks has made careful examination of the chord and states that the actual bending commences at the south splice and was not confined entirely to the lengths between the batten plates, where the lacing angles are used. As the foreman and inspectors declare that these defects were not noticeable until recently, perhaps the stress in this chord has made previous defects more pronounced. I thought I would give you the above story from further investigation by to-night's mail to help you come to some conclusion.

Yours truly,

E. A. HOARE.

(Letterhead, the Quebec Bridge and Railway Company.)

QUEBEC, August 29, 1907.

THEODORE COOPER, Esq.,
35 Broadway, New York City.

DEAR SIR,—Mr. Birks has just called me up on the telephone from the bridge, and states that he has received a message from Phœnixville stating that they have positive evidence that the chord was not straight before it left the shops. This possibly clears up the mystery why the deflection was in the opposite direction to what it should have been, due to its fall in the storage yard. Mr. Birks has wired that information to Mr. McLure at your office. Mr. Birks further stated that he is positive that the chord ribs were more or less out of line when the splice at the south end was riveted up in the bridge.

Yours truly,

E. A. HOARE.

(Letterhead, the Quebec Bridge and Railway Company.)

QUEBEC, September 2, 1907.

THEODORE COOPER, Esq.,
45 Broadway, New York City.

DEAR SIR,—I thank you for replies to all our messages. I am sorry that you are not well, and of course this appalling disaster has made you feel a thousand times worse.

Mr. Berger will answer our purpose very well for the present. The investigating commission may find it necessary later to interview you in New York, due notice of which will be given you.

I wish to correct a misstatement in my letter to you of the 28th August, which was written late and very hastily, to confirm telegram and conversation with Mr. Birks about the chord under discussion. The statement in my letter, as follows:—

'Mr. McLure made measurements yesterday afternoon, and brought them to my house late last night, and stated that the erection foreman hastily concluded that he would not continue erecting to-day, which alarmed me at the time. Upon arriving at the work this morning he thought better of it, and decided to go ahead, at the same time asking me if it would be all right. After ascertaining that the effects from moving the traveller ahead and proceeding with the next panel would be so

insignificant, I requested him to continue, as the moral effect of holding up the work would be very bad on all concerned, and might also stop the work for this season on account of losing the men,'

is to some extent a misstatement of facts and not clearly stated, due to too much haste, and which I wish now to correct as under:—

'Upon arriving at the work that morning the foreman told me that he had considered it during the night, and had already moved the traveller forward, asking myself, Mr. McLure and Mr. Birks if we thought that what he had done would do any harm. We all thought that it would not, as they stated it would only add 50 pounds to the square inch to the chord in question. We all thought at the time that to discontinue the work would entirely stop the work for this season, as the men would not wait and would go elsewhere to prepare for the winter. As stated in my last letter, strictly speaking, I did not request the foreman to continue the work, as he had already done so; at the same time we thought there was no immediate danger in adding so small a load. This latter more clearly states the conversation between us, and I am sorry that I have misstated, in my hurry, one or two points which would be more or less confusing.

Yours truly,

E. A. HOARE.

It was clear that on that day the greatest bridge in the world was being built without there being a single man within reach who by experience, knowledge and ability was competent to deal with the crisis. Mr. Yenser was an able superintendent, but he was in no way qualified to deal with the question that had arisen. Mr. Birks, well-trained and clear headed, lacked the experience that teaches a man to properly value facts and conditions; and Mr. Hoare, conscious that he was not qualified to give judgment, simply assented to the courses of action that had been determined on by Messrs. Yenser and Kinloch and made no endeavour to make a personal examination of the suspected chords.

Some measurements were made to test the stability of the main pier, but no one seems to have thought of testing the span for alignment or levels, and, above all, to measure the chords again to see if they showed any increase of deflection. Mr. Hoare discussed some means of bracing the chords, but decided to postpone action until Mr. Cooper was heard from. At Mr. Hoare's request, Mr. Birks inspected the chord A 9-L and the A-L 8-9 joint carefully and his observations tended to reassure both Mr. Hoare and himself, as he thought, that he found evidence of original crookedness in the chord.

His report to Phœnixville which was received on August 30 reads as follows (Exhibit 58):—

New Liverpool, August 28, 1907.

The Phœnix Bridge Company,
Phœnixville, Pa.

Dear Sirs,—I have made a further investigation of chord 9 A, and beg to report following additional data. The bend in the chord starts at the faced splice at the shore end and not at the edge of the splice batten. It appears from this that at least a large portion of the bend was in the chord when the top and bottom splice battens were riveted early in June. This and the fact that the lacing angles are not disturbed leads me to believe that the ribs were bent before erection in spite of the fact that Mr. Clark and Kinloch think all ribs were straight when the chord was repaired. From the evidence so far, I do not think we are justified in assuming it to be a fact that the ribs of any of the chords have buckled since erection, and Mr. Yenser has come to the same conclusion.

Yours truly,

A. H. BIRKS.

After he had made his examination, Mr. Birks called Mr. Kinloch and waited at track level, while Mr. Kinloch went down to the chord and checked Mr. Berks' observations. After careful discussion with Mr. Kinloch of what was then done we are forced to conclude that the sketch in Mr. Birks' letter shows only his personal idea of the shape and extent of the existing distortion and cannot be considered as furnishing data on which to base engineering conclusions, as no actual measurements were taken.

On August 29 Mr. Birks' report of the 27th inst. was received at Phœnixville and was immediately discussed by Messrs. Deans, Szlapka and Milliken. It was finally decided that it was safe for the work to proceed and a telephone conversation took place between Messrs. Milliken and Yenser and another between Messrs. Deans and Birks. Mr. Szlapka had made some calculations and Mr. Birks reported his observations of August 28. Messrs. Yenser and Birks were assured that the office approved their action in continuing work of erection and Mr. Birks was told to tell Mr. Hoare that the bends had been in the chords before they left Phœnixville. This Mr. Birks did.

Mr. Deans also telegraphed Mr. Hoare as follows:—

PHŒNIXVILLE, PA., August 29, 1907.

E. A. HOARE, Esq.,
Chief Engineer Quebec Bridge Company,
Quebec, Canada.

'McLure has not reported here; the chords are in exact condition they left Phœnixville in and now have much less than maximum load.'

Mr. Hoare had telegraphed to both Mr. Cooper and Deans on August 28, advising them of Mr. McLure's mission. Mr. Deans has since explained that his telegram did not refer to the chords measured on the 27th inst., but after considering the circumstances we are entirely satisfied that Mr. Hoare was justified in thinking that it did, and in so doing he was confirmed by Mr. Birks' telephone message previously received.

From the time that these assurances were received, anxiety at the bridge practically ceased, and there is no evidence that any further measurements were made to determined the movements of the suspected chords. As Mr. Hoare expressed it, 'I felt quite comfortable that day about it. I knew it could not be long before the matter would be taken up.'

Shortly after 11 a.m. on August 29 Mr. Cooper reached his office and found Mr. McLure there. After a brief discussion Mr. Cooper wired to Phœnixville as follows:—

NEW YORK, August 27, 1907.
12.16 p.m.

PHŒNIX BRIDGE COMPANY,
Phœnixville, Pa.

Add no more load to bridge till after due consideration of facts. McLure will be over at five o'clock.

This message was received at Phœnixville at 1.15 p.m. Mr. Cooper has explained in his evidence that he was not aware at the time that erection was proceeding, Mr. McLure having advised him to the contrary, and that he telegraphed to Phœnixville instead of to Quebec because he thought action would be more promptly secured by so doing.

Mr. McLure had promised to wire Mr. Cooper's decision to Mr. Kinloch immediately, but he did not do so.

Mr. Deans reached his office about 3 p.m., and found Mr. Cooper's telegram there. He arranged for Mr. Szlapka and Mr. Milliken to be on hand to meet Mr. McLure, but otherwise took no action. After Mr. McLure arrived there was a brief discussion, during which Mr. McLure mentioned that he had received a wire from Mr. Birks giving him the result of that gentleman's observations on August 28. It was decided to postpone action until the morning, and to await the arrival of Mr. Birks' letter of August 28. This decision was made almost at the minute that the bridge fell.

As a conclusion reached from the evidence and from our own studies and tests, we are satisfied that the bridge fell because the latticing of the lower chords near the main pier was too weak to carry the stresses to which it was subjected; but we also believe that the amount of those lattice stresses is determined by the deviation of the lines of centre of pressure, from the axis of the chords, and this deviation is largely affected by the conditions at the ends of the chords. We must, therefore, conclude that although the lower chords 9-L and 9-R anchor arm, which, in our judgment, were the first to fall, failed from weakness of latticing; the stresses that caused the failure were to some extent due to the weak end details of the chords, and to the looseness, or absence of the splice plates, arising partly from the necessities of the method of erection adopted, and partly from a failure to appreciate the delicacy of the joints, and the care with which they should be handled and watched during erection. We conclude from our tests that owing to the weakness of the latticing, the chords were dangerously weak in the body for the duty they would be called upon to do. We have no evidence to show that they would have actually failed under working conditions had they been axially loaded and not subject to transverse stresses arising from weak end details and loose connections. We recognize that axial loading is an ideal condition that cannot be practically attained, but we do not consider that sufficient effort was in this case made to secure a reasonable approach to this condition. The Phœnix Bridge Company showed indifferent engineering ability in the design of the joints, and did not recognize the great care with which these should be treated in the field.

We consider that Mr. Deans was lacking in judgment and in sense of responsibility when he approved of the action of Mr. Yenser in continuing erection, and when he told Mr. Birks and Mr. Hoare that the condition of the chords had not changed since they left Phœnixville.

No evidence has been produced before the commission in proof of the correctness of this statement about the chords, and Mr. Szlapka's calculations as stated in the following letter showed that the rivets were even then loaded to their maximum specified stress of 18,000 pounds per square inch.

MONTREAL, January 24, 1908.

Messrs. PHŒNIX BRIDGE COMPANY,
Phœnixville, Pa.

GENTLEMEN,—Will you please file with the commission a copy of the calculations made by Mr. Szlapka on August 29, 1907, and which are referred to on pages 967 and 968 of the evidence.

As we are nearing the completion of our report, we would esteem it a favour if you would have this information sent to us immediately.

It is possible that you may not have an exact copy of these calculations, but no doubt they can be duplicated, and Mr. Szlapka's certificate to this effect will be sufficient.

Yours truly,

HENRY HOLGATE.

PHŒNIXVILLE, PA., January 31, 1908.

HENRY HOLGATE, Esq.,
Chairman, Royal Commission,
Montreal, Canada.

DEAR SIR,—Replying to your letter of January 24, I inclose herewith letter from Mr. Szlapka of this date, giving calculations similar to that made on August 29, regarding chord 9-L south cantilever arm.

Yours truly,

JNO. STERLING DEANS,
Chief Engineer.

PHŒNIXVILLE, PA., January 31, 1908.

JOHN STERLING DEANS, Esq.,
Chief Engineer, The Phœnix Bridge Company,
Phœnixville, Pa.

DEAR SIR,—Referring to Mr. Holgate's letter of January 24 addressed to the Phœnix Bridge Company, I beg to give you below the calculations similar to the one made on August 29, 1907, referring to chord 9-L south anchor arm.

Taking 1½-inch as the average reported curvature of chord 9-L we have:—

$$\frac{W\ L}{4} \times 12 = 780^{\circ} \times 18{,}000 \times 1\tfrac{1}{2}\text{-inch} = 21{,}060{,}000 \text{ inch lbs.}$$

$$\frac{W}{2} = 61{,}600 \text{ lbs.}$$

$$\text{Stress in each lattice } S = \frac{61{,}600 \times 1{\cdot}4}{4} = 21{,}600 \text{ lbs.}$$

Yours truly,

THE PHŒNIX BRIDGE COMPANY.
Per P. L. SZLAPKA.

The theory underlying these calculations is very questionable, but it was adopted in the design of the bridge (See Appendices Nos. 16 and 17) and we cannot understand why its warning was so entirely disregarded in the face of the consequences that might result.

With reference to Mr. Cooper's telegram, Mr. Deans knew that he was in possession of later information from the bridge than had reached Mr. Cooper and therefore decided to wait for Mr. McLure and afterwards for the arrival of Mr. Birks' letter of August 28 before taking action. The whole incident points out the need of a competent engineer in responsible charge at the site.

Mr. Hoare was the only senior engineer who was able to reach the structure between August 27 and August 29. He was fully advised of the facts yet did not order Mr. Yenser to discontinue erection which he had power to do; we consider that he was in a much better position than any other responsible official to fully realize the events that had occurred, and his failure to take action must be attributed to indecision and to a habit of relying upon Mr. Cooper for instructions.

We are satisfied that no one connected with the work was expecting immediate disaster, and we believe that in the case of Mr. Cooper his opinion was justified. He understood that erection was not proceeding; and without additional load the bridge might have held out for days.

Our tests have satisfied us that no temporary bracing such as that proposed by Mr. Cooper could have long arrested the disaster; struts might have kept the chords from bending, but failure from buckling and rivet shear would soon have occurred.

The following drawings may be consulted in connection with this Appendix:—

Drawing No. 1. General plan of site and vicinity.
" 2. General dimensions of bridge members.
" 5. Erection marks on bridge members.
" 7. Dates of riveting.
" 9. Sections of bridge members and erection stresses.
" 10. Plan showing positions of eye witnesses.
" 13. Loading of bridge on August 29.
" 28, 29, 30. Chord bends measured on August 6, 12, and 27.
" 36. Detail of chord No. A-9.

Our conclusions are based to a considerable extent on the facts set forth in the following appendices:—

Appendix No. 13. Full sized column tests.
" 15. Special tests made in connection with the Quebec Bridge.
" 16. The theory of built up compression members.
" 17. A comparison of chord designs.
" 18. A discussion of the specifications.

LIST OF ORDERS FOR QUEBEC BRIDGE.

Series D. *Anchorage.*

C.O. 700. Eyebars and pins.
" 701. Plate girders and I-beams.

Approach Spans at each end of Bridge.

C.O. 702. 2-210′ 0″ C. of E. pins deck spans for D. Tr. Ry. 2 roadways and 2 sidewalks.
" 703. 2 bents for above spans, about 50′ high.
" 704. 3 full sizes test eyebars.
" 705. Anchorage for 1-214′ south approach span.

Series E. MAIN RIVER BRIDGE.

C.O. 600. Sundry field charges, such as rents, watching, engineering work, &c.
" 601. Field plant charges: steel traveller, tools, engines, rope, blocks, cars, boats, &c., and only such field labor as is used in making tools.

Anchorage.

C.O. 602. Eyebars and pins for anchorage for south approach.
" 603. " " " north approach.
" 604. Towers and bracing for south anchorage.
" 605. " " north anchorage.

2,500-foot Anchor Arms.

" 606. Trusses and bracing for south anchor arm.
" 607. " " north anchor arm.
" 608. Eyebars for trusses for south anchor arm.
" 609. " " north anchor arm.
" 610. Pins for trusses for south anchor arm.
" 611. " " north anchor arm.
" 612. Centre posts and bracing for south pier.
" 613. " " north pier.
" 614. Shoes and pedestals for south pier.
" 615. " " north pier.
" 616. Plate floorbeams, stringers and bracing, south anchor arm.
" 617. " " " north anchor arm.
" 618. Trussed floorbeams for south anchor arm.
" 619. " " north anchor arm.
" 620. Full size test eyebars for C.O. 602 and 603.

2,562-foot 6-in. Cantilever Arms.

" 621. Trusses and bracing for south cantilever arm.
" 622. " " north cantilever arm.
" 623. Eyebars for trusses for south cantilever arm.
" 624. " " north cantilever arm.
" 625. Pins for trusses for south cantilever arm.
" 626. " " north cantilever arm.
" 627. Plate floorbeams and stringers and bracing, south cantilever arm.
" 628. " " " north cantilever arm.
" 629. Trussed floorbeams for south cantilever arm.
" 630. " " north cantilever arm.

675-foot Suspended Span.

" 631. Trusses and bracing for southern half of suspended span.
" 632. " " northern half of suspended span.
" 633. Eyebars for southern half of suspended span.
" 634. " northern half of suspended span.
" 635. Pins for southern half of suspended span.
" 636. " northern half of suspended span.
" 637. Floorbeams and stringers for south half of suspended span.
" 638. Floorbeams and bracing for north half of suspended span.

HENRY HOLGATE,
Chairman.

J. G. G. KERRY,
J. GALBRAITH.

APPENDIX No. 12.

A DESCRIPTION OF THE FALLEN STRUCTURE.

The Commission began its inquiry by examining a number of workmen who were understood to have seen the disaster.

A study of this portion of the evidence brings out clearly one or two main facts but with an almost complete absence of important detail. This is not surprising, when the suddenness with which the disaster came and the few seconds occupied by the downfall are considered. The evidence of Huot, who ran from the second panel of the anchor arm to the office at his topmost speed, enables us to fix the duration of the fall at not above 15 seconds. The distance is almost 100 yards, and the floor was already opening between the end of the anchor arm and the approach span as he passed that point. It is not surprising that accurate evidence was not obtainable, as every man's first thought was of self-preservation, and there was no time to consider or realize what was happening.

The records of the inspectors, which show the deformations that were taking place during the month preceding the accident, are corroborated by the witnesses, D. B. Haley and Alexandre Beauvais, the latter in particular testifying to the 'working' of the ribs both at joint A 9-10 R and at joint A 9-10 L. It should be noted that neither of these joints gave way at the time of the accident, and that injuries that they have received are due to the fall itself.

The collapse came very suddenly. The witnesses who were on the bridge outside of the main pier, Haley, Nance, Hall, Davis and Laberge, all testify that they had no warning of any kind, and several of the men who were working on the ground directly under the anchor arm, were caught by the falling structure and killed, when by moving not more than 50 feet they would have saved themselves.

The cantilever arm and suspended span fell as a whole. The witnesses Wickizer and Esmond, both of whom were in good position for observation (see drawing No. 10), testify to the whole cantilever arm falling as one piece, and the former adds that the outer end of the cantilever arm swung slightly to the east, so that he could see directly between the trusses from his position on the jetty on the north shore.

The big traveller fell as if it was part of the cantilever arm, and did not upset, at least until after the arm had struck the waters. The accident was immediately

followed by the rising of a cloud of dust and spray that obscured everything, and there is no evidence concerning the final movement of the traveller; the witnesses Hall and Laberge, testify that it did not upset, to their knowledge. The tops of the centre posts moved slowly riverwards and dropped suddenly, when the centre post feet kicked off the pedestals on the main pier; the post feet were forced southwards. The witness Chase states that he saw these movements.

The anchor arm broke near the centre, and in its first movement appeared to rise in the neighbourhood of the break, and then fall; the witness Culbert states that he observed this.

James Johnson testified that he thought the lower chord of the anchor arm near the third panel from the main pier struck the ground first; and Delphis Lajeunesse, clinging to the west truss of the anchor arm as it fell, noticed that the trusses appeared to be tippling over towards the east.

The anchor arm fell almost without movement to the right or to the left. Mr. Kinloch noted that the portal posts sank down and, using his own simile 'as if they were ice pillars whose ends were rapidly melting away.' In other words, as he stood near the centre line of the track and opposite the office, the end posts while falling straight away from him, appeared to only settle down.

Mr. Cudworth's evidence indicates that the trusses first tippled slightly to the east, he being able to see only the top portions of the centre posts and the adjoining members, then followed an outward movement similar to that described by the witness Chase, and finally everything disappeared suddenly from sight.

Out of eighty-six men on the work only eleven escaped with their lives.

The Commission commenced its examination of the wreck by instructing the inspectors and engineers of the Phœnix Bridge Company and of the Quebec Bridge Company to go over the debris of the anchor arm and to paint in large letters on each main member its erection mark (See drawing No. 5).

The wrecked structure in places was in so chaotic a condition that even these men, who had been familiar with the appearance of every piece of the anchor arm for nearly two years, had difficulty in identifying many of the members.

The photographs, twenty-four in all, that are filed as Exhibit 34, were taken as soon as the marking was completed.

Surveys of the wreckage and adjoining ground were arranged for, the results of these surveys being shown on the following drawings :—

Drawing No. 10.—Plan showing position of witnesses at the time of the fall.

Drawing No. 14.—Check measurements to determine whether any movement of the main pier had taken place.

Drawing No. 15.—Positions occupied by camera when the photographs in Exhibit 34 were taken.

Drawing No. 16.—Diagram of fall—east truss.

Drawing No. 17.—Diagram of fall—west truss.

Drawing No. 18.—Diagram of fall—floor beams and stringers.

Drawing No. 19.—Diagram showing the shape of chords A 9-L and A 9-R after the accident.

Mr. Walter J. Francis, M. Can. Soc. C.E., was requested to make an examination of the wreckage and to prepare such descriptions and photographs of selected bridge details as would be of service in assisting the work of the Commission.

Twenty-three photographs taken by Mr. Francis are filed as Exhibit No. 124.

A number of photographs from Mr. Kinloch's collection are filed as Exhibit No. 35. These photos. show clearly the details of several intricate intersection points, and give an excellent idea of the demands that this bridge made upon the technical skill of the designing officers and upon the resources of the manufacturers. When examining these photographs it should be remembered that the component parts of the structure were never put together until finally erected; every detail was planned

by the designers and made without trial or fitting, prior to erection in place. Several photographs of portions of the wreck are included in Exhibit 35, these having been made by Mr. Kinloch at the request of the Commission.

The measurements to the piers showed that the masonry of the main pier had risen very slightly when relieved of the load of the superstructure ; otherwise it had remained exactly in its original position. The results of these surveys were accepted as proof that there were no defects in the substructure or foundations to contribute to the disaster. (Drawing No. 14.)

The plans of the wreckage (Drawings Nos. 16, 17 and 18) show :

(1) That there was practically no lateral movement of the anchor arm, lower chords and floor system while falling. This we regard as a proof of simultaneous failure in the two trusses.

(2) That there were opposite longitudinal movements of those lower chords and parts of floor system that were to the north and south respectively of the joint 8-9 anchor arm. (See Drawings 16 and 17.) This is proof that the initial failure took place close to this joint.

(3) That there was an almost complete destruction of the chords 9 A-L and 9 A-R, that of 9 A-R being the more striking and peculiar. Views of these chords are given in photos Nos. 3, 11 and 12, in Exhibit 34, and in Nos. 18, 19, 20, 21 in Exhibit 35, but their condition after the accident will be more fully realized by reference to Drawings Nos. 18 and 19.

We cannot describe the failure better than by quoting the evidence of Mr. Kinloch, whose knowledge of the structure both before and after its fall is exceptional. (See Evidence.)

' Q. Please describe the movements that you think took place when the bridge was falling ?—A. The initial failure I think occurred in both lower chords No. 9 anchor arm simultaneously and in the latticed portion of the chords but not in the same way in both chords. No. 9-L which had previously been observed to be bent deflected slowly and transferred some of its load to 9-R until that chord burst with a sudden fracture accompanied by the loud report testified to by some witnesses. The sudden and complete collapse of 9-R, whilst 9-L was slowly yielding, accounts for the slight swing of the cantilever arm downstream, and for the tendency of the upper portions of the anchor arm to fall in the same direction. At the moment of collapse the thrust of the cantilever arm forced the feet of the main posts off the pedestals and the shoes of the main posts were the first part of the structure to strike the ground. Whilst they were in the air the extremities of the stub chord on the cantilever arm struck the inside coping of the main pier a glancing blow. When the shoes struck the ground that part of the C.P. 6 above the batten plates failed and simultaneously the horizontal strut connecting the two shoes was destroyed. The transverse diagonal bracing between the two posts at the bottom remained intact for an instant and almost the entire weight of the main post and of the top chord was concentrated upon it, causing the bracing to act as a toggle and to force the shoes and the feet of the main post out sideways. This is shown by the holes made in the ground. This action threw the bottom portions of the centre post out of the vertical and permitted the feet of the P-4 posts with the broken ends of A-8 attached to them to pass inside the centre posts, some part of P-4-L striking C.P. 6-L heavily as it fell. During the fall chords 10-R and L cantilever arm which had probably broken loose when the stub chords struck the pier rested for a moment on top of the pedestals and were then partially upended and thrown over on their sides, as they now lie on top of the pier, by the wreckage of S.P. 5 and of the pieces connected to it. Chords 9 of the cantilever arm did not strike the pier before they reached the ground although they now lie with their ends just against the face of the masonry which is slightly marked. Chord 9-R of the cantilever arm is lying in the water with its two inner ribs practically straight and its two outer ribs buckled back in a V-shaped loop about 18 or 20 inches long at a point about 20 feet

from the shop splice, the ends being parallel to the inner ribs. Chord 9-L is buckled at about 15 feet from the field splice in all four ribs to a shape similar to that shown by A-1-R but with a smaller deflection ?

The warnings of coming disaster are thus referred to by Mr. David Reeves. (See Evidence): When the compression members began to yield at several places one after another as we can now see, and the whole bridge was at the verge of collapse, as afterwards developed, &c., &c.' This statement calls for comment.

We do not consider that any of the difficulties with lower chord members noted previous to August 1, 1907, were of serious moment with the possible exception of the fall of chord A-9-L in the storage yard ; the effect of that fall upon the latticing of the member was not determined, and in fact was practically impossible of determination.

Our investigations at Belair yard have convinced us that the several discrepancies noted in the chords during the earlier stages of erection were probably due to errors of shop work and, as Mr. Cooper said, were not serious. The waviness of the ribs which was often recorded by the inspectors might not produce serious results, its importance being dependent upon the strength of the latticing. (See Appendix No. 11). The presence of these bends would materially increase the stresses in the latticing, but we have no evidence to show that there was exceptional waviness in the chords that afterwards deflected most seriously.

The erection of the suspended span did not begin until the middle of July, 1907, and the building out of this span was accompanied by a rapid increase of the stresses in the anchor and cantilever arms. On the day of the disaster the most heavily stressed members (see drawing No. 13) were as follows :—

Member.	Panel No.	Arm.	Stress.
Upper Chord	7	Anchor	17,200 lbs. per sq. in.
"	8	"	17,230 "
"	9	"	18,200 "
"	10	"	18,200 "
"	7	Cantilever	18,850 "
"	8	"	18,920 "
"	9	"	18,110 "
"	10	"	18,100 "
Lower Chord	5	Anchor	17,010 "
"	6	"	17,100 "
"	7	"	18,040 "
"	8	"	17,830 "
"	9	"	17,910 "
"	10	"	17,560 "
	7	Cantilever	17,730 "
"	8	"	17,430 "
"	9	"	17,880 "
	10	"	17,080 "
Main Diagonal	5	Anchor	17,080 "
"	4	"	17,160 "

By the beginning of August the effect of these growing stresses on the weak end details of the chords became perceptible, and by the middle of August the chords began to show signs of failure in the body. On August 6 the deflection of joint 7-8-L cantilever arm was noted, and Mr. Kinloch has expressed his conviction that this deflection occurred after the lower cover plate was removed. The design of the chord ends and joints was such that it is probable that Mr. Kinloch's conclusion is correct, and that

the removal of the lower cover plate weakened the joint appreciably. Any distortion at the joint would throw considerable stresses into the latticing unless the batten plates were of great strength and stiffness. On August 12 the inspectors reported a similar deflection at joint 8-9-L cantilever arm. On August 8 the workman, Haley, noticed that the ribs at joint 8-9-R, cantilever arm, did not match properly, and on August 28 he noticed that the splice plates were bulging. This was noticed by Mr. Kinloch also, who was confident that they were all right when rivetted. Haley also saw that chord 8-R, cantilever arm, close to the joint just mentioned, was bending in all its ribs. The workman, Beauvais, noticed, during the two weeks previous to the accident, that the inner ribs at the joint 9-10-R, anchor arm, were gradually coming together, but does not seem to have reported this. About August 20 Mr. Kinloch noticed that chords 8, 9 and 10 R, cantilever arm, were wavy in the body, but was not sure whether the bends were shop bends or not; he consulted Mr. Birks and they agreed that these waves were of no importance. On August 25 the deflection at joint 5-6-R, cantilever arm, was discovered. On August 27 the bending in chords 9-L, anchor arm, and chords 8 and 9-R, cantilever arm, had become so noticeable that they were measured in detail, and reported to both headquarters. Mr. McLure's records note a deflection of ¾-inch in chord A-9-L about one week previous to August 27. This recital shows that the chords near the main pier both in the anchor arm and in the cantilever arm were under close observation for at least a week previous to the accident. These were the most heavily stressed compression members in the bridge.

We are satisfied that the structure was being closely watched and that had there been noticeable weakness at any points it would have been detected and recorded. There is no evidence of the existence of weak details except on the lower chord.

We therefore conclude both from the evidence of the witnesses, and from that of the wreckage, that the initial failure occurred in chords 9—R and 9—L, anchor arm.

Our opinion is that these two chords failed almost simultaneously by rupture of latticing or shearing of lattice rivets (see Appendix No. 17) and that the buckling of the ribs followed immediately. The cantilever arm commenced to drop, turning around the feet of the centre posts, and raising the anchor arm near the point of rupture. When the top of the centre post had leaned over perhaps 30 feet, (this estimate being made by the witness Chase) the centre post feet kicked off the pedestals, and both anchor and cantilever arms crashed down. The right truss of the anchor arm apparently fell faster than the left truss, for the top members of the arm have fallen towards the right, and the witness Delphis Lajeunesse noticed such a movement. The stub chords on the cantilever side which were attached to the centre post feet struck the coping of the masonry heavily, the marks of the contact on these chords indicating that the right post was falling the faster. The cantilever arm was controlled in its fall by the stiffness of the centre post, and by the resistance of the upper chord, and did not drop suddenly until the feet of the centre posts kicked off the pier. The centre post feet reached the ground first, carrying inwards before them the lower parts of panels 9 and 10 anchor arm; the remainder of the anchor arm was swung forward by the action of the upper chord in straightening out, under the pull of the cantilever arm, and moved around the top of the anchor pier as a fixed point. The damage to the lower chords from the fall was the more severe because the ends of the posts landed in the foundation pits dug for the falsework, and the chords themselves struck on the high ground between the pits. The forces that pushed the centre post feet out into their present position, as described by Mr. Kinloch, are a matter of conjecture; the holes dug by the feet in their fall are plain to view and are partly filled by sections 5 of the centre posts which are standing upright in them. As these sections are comparatively little injured and have not dug down into the ground, it is evident that they struck with but little force and that the ground was already shaped to receive them. The force of the fall was probably largely absorbed in the wrecking of sections 6 of the centre posts.

No description in words can give as correct an idea of the wreckage as will be obtained by a study of the photographs in Exhibit 34; the principal feature to be noted is the comparatively uninjured condition of all members except some of the lower chords, posts and sub-posts which by reason of their position had to bear the larger portion of the forces developed by the fall, and completely failed under them.

All connections except the splices of the lower chords proved to be as strong and in most cases much stronger than the body of some of the members they connected. The tension members, laterals and floor system call for little comment; the compression members and their splices have shown themselves to be the weakest parts of the structure.

The following is a statement of Mr. Walter J. Francis' observations of the wrecked structure, and which clearly describes certain phases of it:—

'The condition of the posts throughout may be said to be largely the result of the unyielding strength of the top chord eye-bar system, while the condition of the other members may be regarded as due to their fall to the earth and upon one another.

'Of more than 700 eye-bars in the wreck, only one has been found which has broken, and on all remaining ones there is not a sign of a crack or failure of any kind, notwithstanding the extreme punishment to which these members have been subjected. The broken bar, 1⅝-inch x 15-inch, is undoubtedly the result of a heavy blow on the edge, about 18 inches from the centre of the pin. The bar parted about 4 feet from the centre of the pin, in acting as a beam. The fracture is fine grained, and although not of the highest class it would certainly be rated as good.

'Of about 60 pins in the accessible parts of the debris only one has any evidence of having been distorted. This pin is 12 inches in diameter, 8 feet 6 inches long, bored 2¾ inches diameter through its axis lengthwise. Its bend consists in having one end turned up about 5 inches, the curve being about 1½ feet from this end. As this pin is at the joint where the eye-bar above referred to was broken, its condition is undoubtedly due to the same cause as that which broke the eye-bar.

'Speaking generally, the compression members throughout have suffered severely. They were generally composed of parallel laminated webs. In the maximum size of chords there were four vertical webs. Each web consists of four plates ranging from ⅜-inch to ⅝-inch in thickness, and one angle on each edge 8-inch x 6-inch x ⅝-inch for outside webs, or 8-inch x 3½-inch x ⅝-inch for inside webs, the 8-inch leg being vertical. The finished width back to back of angles was 54 inches. The maximum length of these webs was about 57 feet. At each end the four webs are connected together top and bottom by cover plates varying from 6 feet to 10 feet long, the space between the cover plates being latticed with 4-inch x 3-inch x ⅜-inch angles. The tower posts had four parallel webs, while in other posts there were two webs only, latticed for the greater part of their length with 3-inch x 3-inch x ⅜-inch angles, set at about 60 degrees. Speaking generally, at and near the panel points of all these members, there were either internal diaphragms, or cover-plates, or both. Throughout the middle length of the members there were none. In the wreck the compression members are distorted in every conceivable manner, excepting at the panel points, where, as will be observed from the general photographs, the portions having internal diaphragms or outside covers are yet comparatively straight after enduring the forces of the fall. Between these stiffened portions the lattice work is torn, the laminated webs are parted, and the rivets sheared and pulled in every possible way.

'The component parts of the various built up members have been destroyed by all sorts of complications, as will be seen by reference to the accompanying photographs, to which descriptions are attached. These in themselves form an interesting study. In the selection of the 23 photographs attached hereto the intention was to choose only those which are typical of the general damage to the various pieces and those fractures which have been produced by simple and clearly defined forces. There are innumerable examples of destruction under extremely complicated sets of forces,

but these have no special scientific interest beyond the proof of the quality of the material.

'The evidence of heat produced by blows and friction is in many instances quite marked; one case was noted where the steel had been fused and drawn into shreds and small globules.

'Although quite secondary to the main members of the bridge, it is interesting to note that the 1⅜-inch anchor bolts holding the vertical steel in position on the anchor pier drew bodily out of the masonry. These bolts had the ordinary surface of a steel rod, were swedged on the opposite sides every 3-inch and were 4 feet 6 inches long. The holes in which they were set were drilled in the granite masonry just large enough to admit the bolt. They are said to have been grouted in with pure Portland cement. In every case where they received direct tension they pulled bodily out of the masonry.

'It is almost beyond comprehension that both the main pier and anchor pier should have withstood the shocks of the accident. There is no indication of any movement in, or general damage to, either of these piers. The arrises have been abraded in some cases, and where the main shoes left the pedestals the blow they administered to the coping and cornice moulding spawled the granite in one case for about 22 feet in length. The effect on the masonry, however, can only be absolutely determined by an exhaustive examination.'

As the lower chords call for particular attention we give here a memorandum of the condition of these chords after the accident. The other portions of the structure are sufficiently illustrated in the photographs and drawings already referred to.

This memorandum is part of Exhibit 54; it was prepared by Messrs. Cudworth, Kinloch & McLure, and was checked by the commissioners and found to be a correct description. It is as follows:—

A-1-L.

Starting with its pin connection with anchorage eye-bars, 79 ft. from C.L. of anchor pier, and about 35 ft. above the ground, A-1-L slopes at an angle of about 70 degrees to the horizontal, until it rests on the ground at a point 90 ft. from C. L. of anchor pier. Here the four ribs are broken entirely off, the west rib 3 ft. north of its splice to chord A-2-L, the west and east centre ribs at the field splice to A-2-L, and the east rib through the web at the south ends of splice plates. The top cover plate is still attached to A-2-L, and the bottom cover plate is torn off entirely. The latticing is still practically intact. (See photographs No. 10 and No. 18).

A-2-L

The portion of A-2-L separated from A-1-L, as above described, lies on the ground 96 ft. from C. L. of anchor pier, the break being about 6 ft. south of pin hole connecting hanger T-O-L. The chord bends to the east from this point to a point 118 ft. from C.L. of anchor pier, where all four ribs are twisted, and broken through the angles and web plates from the tops, half way down, (see photo. No. 18). At this point of break the deflection from a straight line is the max, and about 6 feet. From this break the chord dips downward at an angle of about 10 degrees with the horizontal, and slightly westward (see photo No. 17). The pin hole for connection of A-P-1-L is intact, and all four ribs of this chord are broken off at the field splice eight feet north of this pin hole. The top and bottom cover plates at the splice with A-3-L are torn from A-2 and fast on A-3. The latticing at point of break is broken, and all the remaining latticing badly bent up, but in position.

A-3-L

Starting with its splice with A-2-L, recorded above as broken, A-3-L has its four ribs in a straight line about parallel to axis of bridge, to a point 170 feet from C. L. of anchor pier, where the west rib is bent in toward the centre of chord, and the latticing broken, but rib itself uninjured.

The pin hole for connection of T-O-O hanger is intact, but all four ribs are broken through at the field splice eight feet north of this pin, right through the splice plates to A-4-L. At this point, the south end of A-4-L lies 4 feet above the north end of A-3-L, and 3 feet to the west (see photograph No. 16). At this splice between A-3-L and A-4-L, and bottom cover plate is torn from A-4-L and fast to A-3-L, and the top cover plate is torn from A-3-L and fast to A-4-L.

A-4-L

The four ribs of A-4-L run parallel to each other from their splice with A-3-L to a point 10 feet south of pin connecting post P-2-L, at which point the east rib spreads a foot toward the east till it reaches the pin hole of P-2-L post. At this point all four ribs are broken through. North of this pin hole, the two outer ribs are spread, but converge to their splice with A-5-L at which point the two centre ribs are broken off entirely, but the outside ribs, intact.

A-5-L

A-5-L runs continuously from its field splice with A-4-L to pin hole for connection of T-O-O-O-L hanger, where all four ribs are broken through. From this pin hole the chord runs straight to field splice. Here the three west ribs are broken off, but the east rib runs by the splice, 4 feet on to chord A-6-L where it is broken. The top cover plate at this splice is fastened at its east edge only, and the bottom cover plate torn loose from A-6-L and fast to A-5-L. The latticing has been little damaged.

A-6-L

A-6-L at its splice with A-5-L is offset about two feet towards the west, and from there runs in a straight line to the pin hole for connection of P-3-L. Here all four ribs are broken through. Beyond the pin hole the east rib is displaced slightly to the east to the field splice with A-7-L. At this splice the top cover plate is fast to east rib of A-6-L only, and bottom cover plate fast to four ribs of A-6-L only. The latticing is little damaged.

A-7-L

From its splice with A-6-L, A-7-L is deflected slightly to the west until it reaches the pin hole for connection of T-O-O-O-O-O-L hanger, where all four ribs are broken through. From this pin hole to the splice with A-8-L the ribs run straight. At the splice the two centre ribs are broken through the splice plates but the outside ribs are intact. The latticing is little damaged.

A-8-L

The ribs of A-8-L run straight from its splice with A-7-L for a distance of about 20 feet. At this point the west rib bends to the west about 90 degrees and rises in the air to a height of about 20 ft. The west and east centre ribs start to bend at the same point but come back again, forming a reverse curve, and burying themselves in a pile of scrap iron immediately beyond the pin hole for the connection for P-4-L. The east rib follows the same general direction, but its north end instead of turning downward, makes a hook toward the east. All four ribs are broken off at the pin hole for P-4-L, the piece from the west rib lying out on the beach about 25 feet from the present position of the west main pier shoe, and having attached to it two feet of the west rib of chord A-9-L, with the field splice intact. The latticing is almost entirely destroyed.

A-9-L

Beginning at the field splice with chord A-10-L, at which splice all four ribs are broken, the west rib of A-9-L runs south, at an angle of 45 degrees to the axis of the bridge towards the east to the pin hole for the connection of A-T-5-Z hanger, at which point it starts to bend eastward, turning through about 180 degrees in a length of 15 feet and thence running north eight feet. At this point it bends through 180 degrees again in a length of 10 ft., and then runs south and inclined upward at an angle of 40 degrees with the horizontal, to a point two feet beyond its field splice with A-8-L,

which splice is intact and fully riveted. At the last bend mentioned, three of the web plates are broken through.

Running parallel to west rib to T-5-Z pin hole, the west centre rib is there broken, but continues beyond, turning through 180 degrees, and running north for eight feet, then bending back 180 degrees, at which bend two of the web plates are broken through and running south to its former field splice with A-8-L, where it is broken.

The east centre rib runs parallel to west centre, but is not broken at pin hole, and at the last bend has only one web plate broken.

The east rib parallels the east centre rib through the first bend of 180 degrees to a point eight feet north of the pin hole, where it doubles over on itself and projects upward and toward the west to a height of 14 feet above the ground.

The distance from the field splice with A-8-L to the chain mark on west centre rib is 13 feet. The centre of max. bend of the chord is about 20 inches forward of this point, and the loose rivet discovered in the lattice angle is about midway between the chain mark and the centre of the bend. This bend lies about 15 feet south of the fracture in the floor beam between P-4 posts. All of the west end of A-9-L is still attached to T-5-Z hanger, and all of its four ribs are bent through 180 degrees at a distance of about 8 feet from the T-5-Z-L pin hole.

At the second bend mentioned in the east rib two web plates are broken through. The lattice angles are completely destroyed.

A-10-L

The four ribs of A-10-L, starting from its field splice with A-9-L, at which all four ribs are broken, runs in a straight line slightly inclined westward, with the ribs folded over and lying one on top of the other, the latticing being completely destroyed.

A-1-R

Starting with its connection with the anchorage eye-bars, A-1-R dips downward at an angle of about 70 degrees to the horizontal. At a point 6 feet distant horizontally from its south end it is crippled through all four ribs, and bends toward the east, the flange angles being cracked through here and the latticing torn off. Turning again 90 degrees it runs straight down into the ground at the pin hole for the connection of T-O-R hanger, at a very short distance beyond which, buried in the mud, the four ribs are broken off through the webs. The field splice 4 feet south of A-T-O-R hanger pin hole is intact on the two outer ribs, but slightly loosened up on the inner. The top cover plate is on, but the bottom one partly torn off.

A-2-R

Beginning at the break mentioned as north of the T-O-R hanger connection, this end of A-2-R has been thrown westward to a position 138 feet from C-L of anchor pier and 5 feet west of original east truss line, the chord turned up on its west side, and running northeast to a point 155 feet from C L of anchor pier and 31 feet east of original line of east truss. The chord has a long bend at its centre, and the latticing is badly bent up, but for the most part still fast to the chord. All four ribs are broken completely through just south of the P-1-R pin hole, and form the end last located. The remainder of the chord lies at the foot of P-1-R post and runs north from that to its field splice with A-3-R, at which the east rib is broken three feet north of splice on chord A-3-R, and the other ribs broken right at the splice.

A-3-R

At a point six feet from its field splice with A-2-R this chord bends sharply to the east for five feet and then back again to a direction about parallel to axis of bridge. At the pin hole for connection of A-T-O-O-R hanger, the east rib only is broken. At the field splice with A-4-R the east rib is intact and the other three ribs broken through. The bottom cover plate is fast to east rib of both chords, and top cover plate

to all ribs of A-4-R and to east rib of A-3-R. The latticing is in good condition at south end and broken off at north end.

A-4-R

From its field splice with A-3-R, A-4-R runs straight to a point 10 feet south of pin hole for connection of P-2-R post, where the outside ribs bulge out around the pin hole to the field splice with A-5-R. At the pin hole all four ribs are broken through. At the splice the west rib is partly and the other three entirely broken through. The batten plate on chord just south of P-2-R is entirely destroyed. The latticing is little damaged.

A-5-R.

Runs straight from its field splice at south end to the pin hole for connection of T-O-O-O-R hanger, where all ribs are broken through. From pin hole to field splice at north end the chord is tipped up in the air at an angle of 45 degrees to the horizontal. At the field splice the splice plates are stripped off the two outside ribs. On the inner ribs the splice plates are broken through. Latticing partly broken.

A-6-R

Runs straight from its field splice with A-5-R to pin hole for connection of P-3-R post, where the four ribs are broken through. From the pin hole to its field splice with A-7-R chord inclines slightly west. At this splice all four ribs are broken, and the short section thus left is tipped up about 15 degrees with the horizontal. The latticing has been little damaged.

A-7-R

Starting at an offset of 18 inches east from A-6-R at splice, A-7-R runs straight to pin hole for connection of A-T-O-O-O-O-R hanger, where the four ribs are broken through at pin hole. From this point, t ofield splice with A-8-R the chord inclines slightly westward. At the latter splice everything is intact except the bottom cover plate which is partly broken off from east rib. Latticing bent up, but not badly broken.

A-8-R

Running six feet north from its field splice with A-7-R the chord is straight. At this point the three west ribs take a sharp bend through almost 90 degrees to the east for six feet, followed a little further north by a similar but wider bend in east rib, all four ribs turning north again to meet the pin hole for connection of A-P-4-R post, at which point the ribs are all broken off.

The west rib runs from this pin hole to splice which is intact, and continuing on to the west rib of A-9-R makes a sharp bend of 180 degrees to the west and south, and in a few feet, again turns about 75 degrees to the west and is broken off through its web about opposite the pin in foot of A-P-4-R.

The west centre rib parallels the west rib, across the field splice, continuing on to the same rib in chord A-9-R and terminating in a broken end at about the same point as the west rib.

The east centre rib runs from the pin hole to the field splice, and is there broken off.

The east rib runs from the pin hole across the splice which is intact, on to the same rib of chord A-9-R, turning to the east and south, through about 150 degrees, and terminating in a broken end at a point about two feet north of the pin at foot of post A-P-4-R.

A-9-R

Starting at the field splice with A-10-R this chord runs south, almost directly underneath chord A-7-R, to the pin hole for connection of A-T-5-Z hanger, at which point all four ribs are broken. From here the four ribs turn to the west about

90 degrees and run completely under A-7-R. After passing under the latter chord, the east rib continues almost directly westward for a distance of 20 ft. and terminates in a broken and twisted end, which probably matches the other end of this rib described under chord A-8-R, and located about 75 ft. distant.

After emerging from underneath chord A-7-R the other three ribs continue the 90 degree bend to one of about 180 degrees, and run directly north, the east and east centre ribs terminating in ends broken and twisted, directly opposite and just west of field splice between A-9-R and A-10-R, and the west centre rib continuing its course north to its faced end, opposite and directly east of field splice between A-7-R and A-8-R, and before reaching there, having three of its four plates torn from it and doubled back, and the fourth broken half through, and twisted completely around. In this neighbourhood there are numerous small pieces of plates and angles that can readily be identified as having once belonged to chord A-9-R. Latticing on this chord is completely destroyed.

A-10-R

The field splice between A-9-R and A-10-R is partly broken. Starting from that point, A-10-R runs north, and inclining slightly eastward to a point near the south end of the stub chord A-11-R, pinned on the 24-inch pin, its field splice with which is entirely broken. The ribs of A-10-R are comparatively straight, but are piled over, one on the other, and the latticing entirely destroyed.

A-11-R and L.

These V-shaped stub chords are still in the positions originally placed, on the 24-inch pins holding them to the main pier shoes. Their field splices with both the number 10 chords of anchor and cantilever arms have been broken off entirely, but the chords themselves damaged but little.

HENRY HOLGATE,
Chairman.
J. G. G. KERRY.
J. GALBRAITH.

APPENDIX No. 13.

AN EXAMINATION OF THE VARIOUS FULL-SIZED COLUMN TESTS THAT HAVE BEEN MADE IN AMERICA, ACCOMPANIED BY DIAGRAMS SHOWING THE RESULTS OF THESE TESTS.

In view of the circumstances accompanying the accident of August 29th, it was necessary for us to investigate the design of the lower chords and the data that were at the disposal of the designer (The Phœnix Bridge Company's engineer) when he began his work. This investigation was commenced by an examination of all obtainable records of column tests.

The column formulas used in practice are, broadly speaking, empirical formulas, framed to suit the results of these tests.

In examining the records, a process of elimination was adopted, the object being to select those tests which most nearly corresponded to the Quebec Bridge conditions. The following are the considerations upon which the selection was made.

(1) No tests on solid sections were used, because the bridge chords were built-up members and apparently failed from weakness of connecting details, the conditions being absolutely different from those existing in a solid section.

(2) No tests on sections that have been proved defective were used, except that certain of the Buchanan tests, which were published in 1907, have been selected on account of the large sections of the test pieces, although these were not of the most approved design.

(3) No tests on members whose failure was caused by defects in the testing apparatus were used. In the earlier tests special ends were fitted to many of the test columns with unsatisfactory results.

(4) It was intended to exclude all tests on members having less than 10 square inches area, but some tests on sections having areas between 7½ and 10 square inches have been included.

(5) When the ratio $\frac{l}{r}$ for any column exceeded about 120 the test results were not used.

The records consulted were:—

(1) J. M. Moncrieff (Am. Soc. C. E., Vol. XLV., 1901.)

This paper, which was written by an English engineer, contains perhaps the most complete compilation of column test data that has ever been published. It was consulted for reference to original authorities. The records contained in it show that there were practically no English or European tests that would not be excluded by the fourth consideration above mentioned.

(2) 'Tests of Metals.'

This is the official record of all tests made at the United States Arsenal at Watertown, Mass. The complete file of these volumes, publications of which began about 1881, was examined. No tests of interest were found in any volumes issued after 1884. The results from tests on wrought iron columns of the Phœnix box and latticed channel types have been selected. The results of 99 of these tests have been used. The specimens varied in cross section from 7 square inches to 22 square inches, there being 6 with areas between 20 and 22 square inches and 14 with areas between 15 and 20 square inches.

(3) G. Bouscaren (Am. Soc. C. E., Volume IX., 1880.)

The tests recorded in this paper were made between 1875 and 1879 in connection with the building of the Cinninnati Southern Railway. They included tests on wrought iron columns of the box and latticed channel types. In all 9 tests were selected for use. This series of tests has possibly had more influence upon the detail of bridge design than any other series that has been made, as the rejection of various types of columns and the adoption of various modifications in detailing directly resulted from it. The small number of tests that have been selected for this record shows how greatly the tests were needed at the time. The cross section varied from a minimum of about 11 square inches to a maximum of about 14 square inches, with the exception of one box column which had an area of 26.05 square inches. The metal used developed an ultimate strength of between 52,000 and 55,000 lbs. per square inch. Mr. Bouscaren's specification of 1875 calling for an ultimate strength of 60,000 lbs. per square inch in tension.

(4) Clarke, Reeves and Company (Am. Soc. C. E. Volume XI, 1882).

This firm, which was the predecessor of the Phœnix Bridge Company, published in this paper the results of a series of tests on Phœnix columns which were made for them in 1879 and 1880 at the Watertown Arsenal, the material being wrought iron. There were 22 tests in all.

It was found necessary to alter the 'breaking load' on some of the shorter columns given in the records, as an examination of the diary of the tests showed that real failure had occurred considerably before the metal managed to escape from the following up of the machine.

Clarke, Reeves and Company's specification of 1871 calls for iron of an ultimate strength of from 55,000 to 60,000 lbs. per square inch. Twenty of the columns had

a sectional area of about 12 square inches and two a sectional area of 18.3 square inches.

(5) C. L. Strobel (Am. Soc. C. E., Volume XVIII, 1888).

The tests recorded in this paper were made in 1887 upon columns of H-shape built up out of 4 Z-bars with a latticed web. The material was wrought iron, and the results of nine tests have been used. The sectional area in each case was between 9 and 10 inches.

(6) J. C. Dagron (Am. Soc. C. E., Volume XX, 1889).

This series of eight tests, all of which have been used, were made in 1884-5. The columns were of the latticed two-channel type, the channels being built up. The material was high steel, the ultimate strength being given at 84,000 lbs. per square inch and the elastic limit at 52,000 lbs. per square inch. The columns were between 8 and 14 square inch cross sections.

(7) Professor W. H. Burr. 'The Elasticity and Resistance of the Materials of Engineering.'

In this book there is given a full resumé of column test data, including 4 tests on Phœnix columns made in 1873, the results of which have been used. The columns were between 8 and 14 square inches in cross section.

(8) C. P. Buchanan (Engineering News, December 26, 1907).

In this paper are given the results of 19 tests made between 1888 and 1900, the sections of the specimens varying from about 14 square inches to 33 square inches, these being the largest columns that had been tested previous to the investigations made in connection with our inquiry. The results were not made public until the date above mentioned and were not available for use of the Quebec bridge designers. Twelve of the specimens were of wrought iron, three of Bessemer steel and four of open hearth steel, these last four being of the grade known as 'structural steel,' which is at present in general use for bridge work. Only six of the specimens were strictly symmetrical. The columns were of the 'H' two-channel and upper chord types. All the results have been used, although on account of unsymmetrical sections and eccentric loading in several cases, high ultimate strength was not to be expected.

(9) J. A. L. Waddell (Engineering News, January 16, 1908).

This paper gives the results of six tests upon structural steel columns of the two-channel type. The tests were made about 1907. All of the results have been used, the column sections being 17·44 square inches in area. The results of the tests on nickel steel columns which were made at the same time have not been included.

The results of 176 tests in all have been plotted, the cross section of the largest column being less than 33 square inches in area, and that of the smallest greater than 7½ square inches; three columns had cross sections greater than 30 square inches, 9 greater than 25 square inches, 16 greater than 20 square inches and 20 greater than 15 square inches. The results of the tests are plotted in drawing No. 20, and are divided into three groups, viz.: flat-ended wrought iron columns, pin-ended wrought iron columns and pin-ended steel columns.

The following conclusions may be drawn from this study:—

(1) Very few tests have been made on full-sized steel columns, and some of those that have been made are upon unusual grades of material.

(2) The experiments upon which modern practice is largely depending were made at least twenty years ago, and upon a grade of material which is not now in use in bridge construction.

(3) The decrease of strength with increase of the ratio of $\frac{l}{r}$ is, in the case of flat-ended wrought iron columns, not clearly discernible on the diagram in drawing No. 20.

(4) This decrease is discernible on the diagram in the case of pin-ended wrought iron columns, but it is not nearly so rapid as the decrease indicated by the column formula adopted in the amended specifications for the Quebec bridge.

(5) It is evident from the particulars of many tests that the size and strength of the pin used have an appreciable effect on the results obtained, but the amount of this effect has not been determined.

(6) The relation between the strength of a column as determined by test and as calculated by formula varies greatly.

(7) No series of tests have been made to determine the relative stresses in the various parts of a built-up column.

(8) The strength of a column is greatly affected by what have been considered minor features in the end details.

(9) A compression member of usual design and dimensions cannot be expected to develop an ultimate strength much greater than about one-half of the ultimate strength of a tension member made from the same material.

(10) No tests have been made on columns of the form of the Quebec lower chords nor on any having more than about $\frac{1}{25}$ of the cross section of these chords.

That the results of laboratory tests should not be rigidly followed in field practice is axiomatic, but the extent to which they can be safely accepted is a matter of judgment. During the last 25 years, a failure similar to that of the Quebec bridge has been, we believe, unknown, and as compression members designed in accordance with the results of the Bouscaren tests have been uniformly successful, little doubt existed in the minds of practising bridge engineers concerning them.

There is no definite evidence to show that either Mr. Cooper or Mr. Szlapka ordered any investigation to be made of the tests data that were available, and when the comparative magnitude of the undertaking is remembered, it is difficult to explain their failure to check their conclusions on the Phœnix testing machine, which was at their disposal.

On the drawing the results of the tests are shown, arranged according to the ratio $\frac{l}{r}$ for each column. The form of the section upon which each test was made,—double channel H, box Phœnix, or upper chord—is indicated by miniature sections.

It should be remembered that, previous to the Quebec disaster, the insufficiency of the existing knowledge of column action had been widely recognized, and programmes for additional testing were under consideration both by the American Society for Testing Materials and by an independent committee of prominent engineers, acting in co-operation with the officers attached to the United States Arsenal at Watertown. It is generally felt that modern bridge work has grown to such dimensions that further investigations are desirable.

HENRY HOLGATE,
Chairman.
J. G. G. KERRY.
J. GALBRAITH.

APPENDIX No. 14.

A COMPARISON OF THE STRESSES IN THE SEVERAL MEMBERS OF THE MAIN TRUSSES, COMPUTED FROM THE BRIDGE AS FINALLY DESIGNED, WITH THE STRESSES AUTHORIZED BY THE SPECIFICATIONS.

The nineteen tables acompanying the report of Mr. C. C. Schneider, consulting engineer, upon the design of the Quebec bridge, are self-explanatory. All Mr. Schneider's results have been compared with corresponding figures furnished by the Phœnix Bridge Company and in general are found to slightly underrun them. They show that the calculations of the Phœnix Bridge Company were carefully and accurately made. (See Exhibits Nos. 102 and 108.)

Drawing No. 4 has been prepared for the Commission and revised by the Phœnix Bridge Company. This drawing shows the maximum stresses arising from dead load, plus 1½ live load plus ½ wind, this loading having been used to some extent in the original calculations at Mr. Cooper's direction. The only difference in the calculations leading up to the two sets of figures on the drawing lies in the dead load used; for the first set the dead load assumed in the designing was taken, and for the second, the actual dead load obtained from the built members. It will be noted that the error of stresses in the main chords near the centre posts, due to this error of assumed dead load is fully 10 per cent.

No satisfactory exploration of the occurrence of this error has been offered. On minor bridges, with a given live loading the weight of metal is known not to vary greatly with details of design and in some offices revision of the assumed dead loads for such bridge is not the rule ; but no information from which to predict the weight of the Quebec bridge existed, and the probability of a serious mistake in the first estimate for weight would be apparent to a cautious designer.

The fact is that Messrs. Deans, Szlapka and Cooper permitted the shops and rolling mills to commence work without taking any steps to test the correctness of the assumed dead load, and the probable dead load does not appear to have been estimated from the plans until at least eighteen months after the work of fabrication was commenced. (See Appendix No. 8.)

A list showing the dates on which each shop drawing was computed is filed as Exhibit No. 125, and it will be noted that the work of designing was so far advanced by the beginning of 1905, that the preliminary estimates of dead load might then have been revised with considerable accuracy. By reference to Appendix No. 8, it will be seen that the percentage of error in the original estimates for all parts of the spans was roughly the same.

We are of opinion that no manufacturing should have been done until the designers had so far advanced with their work as to be able to make a proper estimate of the weight of the bridge. (See clause 3 of 1898 specification Exhibit No. 21). Before completing the drawings for use in the shop the weight of the various parts should have been computed as a check on the estimated weight of the bridge. As a matter of fact this procedure was not adopted and manufacturing was commenced in July, 1904, without any such checking, although the specifications called for it, and the contract practically demanded it. (See Appendix No. 8).

The designing office had accumulated sufficient information to enable it to make a close estimate of the weight of the bridge but did not do so. On the contrary, work continued as if their assumptions had been correct.

That Mr. Cooper fully intended to permit stresses in excess of 24,000 lbs. per square inch under the conditions used for drawing No. 4 is shown by the following letters:—

August 6, 1904.

PHOENIX BRIDGE COMPANY,
Phoenixville, Pa.

MY DEAR MR. SZLAPKA.—I have tested the proportions of the members of the anchor arm under the following maximum loading for my personal satisfaction—viz.: Dead plus 1.5 live plus 25 lbs. of wind (½ of your wind strain) and find that the only members exceeding 24,000 in tension or 24,000—100 $\frac{L}{R}$ - for compression are—

The lower chord which has 26,500 and is *all right* and Towers L which should have 108 square inches.

Towers B which should have 99 square inches to come within the above conditions.

This is such a slight matter I request for the sentiment of the thing that you change those last two members to the above sections if it does not inconvenience anything.

Yours very truly,

THEODORE COOPER.
August 9, 1904.

THEO. COOPER,
Consulting Engineer,
New York, N.Y.

DEAR SIR,—I have your kind letter of August 6 in reference to increase of section of members 'T L O O O O O O and T B O O O O O O' for combination of stresses due to dead load plus 1½ live-load plus wind.

I will gladly comply with your request and will also apply the same combination to all other members to satisfy myself that the unit stresses are in proportion not higher than those on the two above mentioned members.

Yours respectfully,

P. L. SZLAPKA.

The propriety of the selected stresses is discussed in Appendix No. 18.

HENRY HOLGATE,
Chairman.
J. G. G. KERRY.
J. GALBRAITH.

APPENDIX No. 15.

A DESCRIPTION OF THE VARIOUS EXPERIMENTAL RESEARCHES THAT HAVE BEEN MADE IN CONNECTION WITH THE BUILDING OF THE QUEBEC BRIDGE AND DURING THIS INQUIRY.

The Phœnix Iron Company possesses the most powerful machine for compression tests in existence; unfortunately, some doubt exists as to the accuracy of the records obtained from it. As a result of a series of tests made in 1897, the New York Department of Buildings places its error in compression at 15 per cent in excess; in tension,

however, its results seem to be in agreement with those obtained with other machines on similar material. In spite of these doubts, however, this machine has been of invaluable service to the engineering profession.

In the evidence, Mr. David Reeves, the president of the Phœnix Bridge Company, states that he had given orders 'that all the special tests advised by the consulting engineer, Mr. Cooper, or by our own engineers, arising from the unusual size of the bridge, be promptly and fully made,' so that from the outset the designers of the Quebec bridge had at their disposal both the equipment for making tests and the authority to use that equipment.

The evidence shows that along certain lines these facilities were by no means neglected, and we are of opinion that had Mr. Cooper and Mr. Szlapka realized how limited is our knowledge of the strength of compression members, they would have made as much use of the testing machine for compression tests as they did in connection with the eye-bars.

The appliances and tackle that were so successfully used in the erection were tested when necessary, and the only failure of which we have record was in the hook that was lifting A—9—L in the Chaudière yard.

Some of the tests which were made are as follows: Two plates about 28″ x 2⅛″ in section were tested in tension (see Exhibit 85), to determine the efficiency of the connection between the two pins to be used at certain intersections. The plates were tested with 12″ pins and reinforced bearings; the records filed are rather meagre. One plate dished at one pin bearing when the stress amounted to 35,200 lbs. per square inch, the test having continued without sign of failure to 26,000 lbs. per square inch. In the test of the second plate the rivets began to work loose at a stress of 16,000 lbs. per square inch; the test was discontinued before failure, when a stress of 26,000 lbs. was reached.

An eye-bar, 16″ x 1¾″, was made into two by cutting and reheading. One half was bent into a long 'S,' the maximum deviations from the line between centres of pin holes being about 3½″ and 4¾″; the length centre to centre of pin holes was about 17 feet. The other half was tested to destruction as a straight bar and failed under a stress of 57,990 lbs. per square inch; 14-inch pins were used. The bent half stood a stress of 61,340 lbs. per square inch before it failed. The bends were made in the plane perpendicular to the pins. The test was assumed to indicate the negligible effect of waves and bends in tension members.

Mr. Cooper having questioned the efficiency of the device for adjusting the position of the suspended span on account of the friction between the pins and the toggle eye-bars, tests were made to determine the correctness of his opinion. The tests were not conclusive, and Mr. Cooper decided that some entirely different device should be used at the north end of the suspended span.

An important series of tests was made at Mr. Cooper's direction upon the deformation of eye-bars under strain. The usual record of tests upon full-sized eye-bars will be found in Exhibit No. 86; 73 tests in all were made. Squares were scribed on the heads of a number of these, and observations were made both of the flow of the metal near the eye and of the deformation at the pin-bearing. This study has been fully described by Mr. Cooper in his paper entitled 'New facts about eye-bars,' presented at the meeting of the American Society of Civil Engineers, March 21, 1906. The shapes of the eye-bar heads after the tests are fully shown in Exhibit 104.

Alterations were made in the dimensions of the eye-bar heads as a result of these tests and the set at the pin-bearing was allowed for in the camber diagrams. The above were all of the special tests made in connection with the design of the bridge.

After the collapse of the bridge the Phœnix Bridge Company, at its own cost and on its own initiative, built and tested the chord shown on Drawing No. 22. This model chord had, as far as possible, the same relative dimensions as the No. 9 chords

of the Quebec bridge and yet was small enough to be broken in the Phœnix Iron Company's testing machine. The test was made on November 21 and 22, 1907, and was under the general direction of Professor W. H. Burr. By the courtesy of the Phœnix Bridge Company we are able to give the text of Professor Burr's report:—

New York, December 23, 1907.

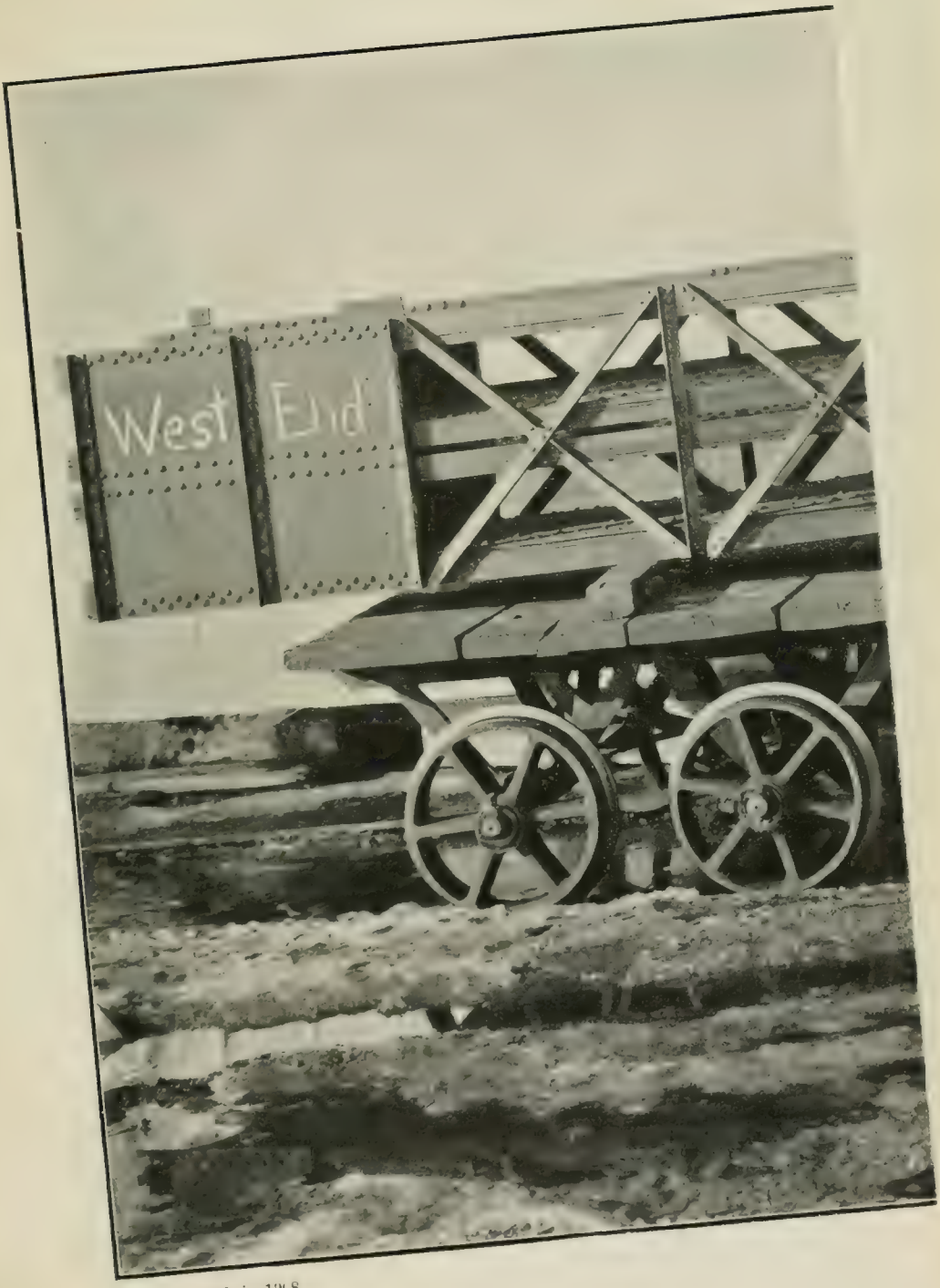
Mr. David Reeves, President,
The Phœnix Bridge Company,
Philadelphia, Pa.

Dear Sir,—In accordance with your instructions a model chord section was built to a linear scale of one-third of the lower chord section 9 of the anchor arm truss of the Quebec Bridge and was tested to destruction, under my direction and supervision, at the shops of the Phœnix Bridge Company at Phœnixville on November 21st and 22nd of the current year. The purpose of this test was to secure all possible information regarding the circumstances and method or other features of the failure of that chord which could be disclosed by the test of the model column in question.

This chord section was built of four ribs 54 inches deep, with 4 in. x 3 in. x $\frac{5}{8}$ in. double angle latticing. Its area of cross section was 780 sq. in.

All the linear dimensions of the model were exactly one-third of those of the full size chord section, making the area of cross section (86.526 sq. ins.) one-ninth of that of the full size member and the volume of metal, with the exception about to be noted, one-twenty-seventh of the original member. This exception arises from the fact that the actual chord member as built, 57 ft. $3\frac{3}{32}$ in. in length, had a heavy chord joint in it 10 ft. 6 in., a little more than twice the depth, from one end. Furthermore, the full size chords were bored for 12-inch pins, and pins of the same diameter were used for the end bearings of the model chord section. It is manifestly impossible to reproduce in a test precisely the conditions existing in the structure at the time of its failure, but it is believed that the end conditions employed in the test and the accurate reproduction by scale of the main dimensions and nearly all the dimensions of the details in the model enable the nearest approach to the actual conditions of the structure to be secured. It is believed that these unavoidable and subordinate departures from the actual conditions of the chord member did not sensibly affect the conditions of failure in the testing machine or the ultimate load carried by the model.

The blue print plans accompanying this report show both the working drawings of the original chord members 8 and 9, including the joint mentioned above, and those of the model chord precisely as it was built as well as in its condition after test, the latter plan having been made from accurate measurements of the failed member immediately after its removal from the testing machine. The blue prints of the model show the four webs of the original chord accurately reproduced by scale, making the depth $18\frac{7}{8}$ in. and the length 19 ft. As the plans of both the actual chord and the model show every main and detailed dimension it is not necessary to repeat them here. It should be stated, however, that each of the two interior ribs were composed of one 18-inch x $\frac{7}{8}$-inch plate, one 18-inch x $\frac{1}{4}$-inch plate, two $15\frac{7}{8}$-inch x $\frac{7}{8}$-inch side plates, and two $2\frac{1}{8}$-inch x $1\frac{1}{4}$-inch x $\frac{7}{8}$-inch angles; and that the two exterior ribs were each composed of one 18-inch x $\frac{7}{8}$-inch plate, two 18-inch x $\frac{1}{4}$-inch plates, one $12\frac{5}{8}$-inch x $\frac{7}{8}$-inch side plate, and two $2\frac{1}{8}$-inch x 2-inch x $\frac{7}{8}$-inch angles. The latticing was a double oblique system of $1\frac{1}{2}$-inch x 1-inch x $\frac{5}{8}$-inch angles, with $1\frac{7}{8}$-inch x 1-inch x $\frac{5}{8}$-inch crossing angles at the panel points of the former at right angles to the axis of the member. All of these lattice angles had two $\frac{7}{8}$-inch rivets at the ends of each with a single rivet at each crossing of the interior flange angles of rims, as clearly shown on the plans. The linear scale of one-third of the actual dimensions required the rivets used to be $\frac{1}{4}$-inch, $\frac{5}{16}$-inch and $\frac{7}{8}$-inch in diameter, also as shown on the plans, the $\frac{7}{8}$-inch rivets being turned down from an original diameter of $\frac{7}{8}$ of an inch. Similarly the $2\frac{1}{2}$-inch x 2-inch and the $2\frac{1}{2}$-inch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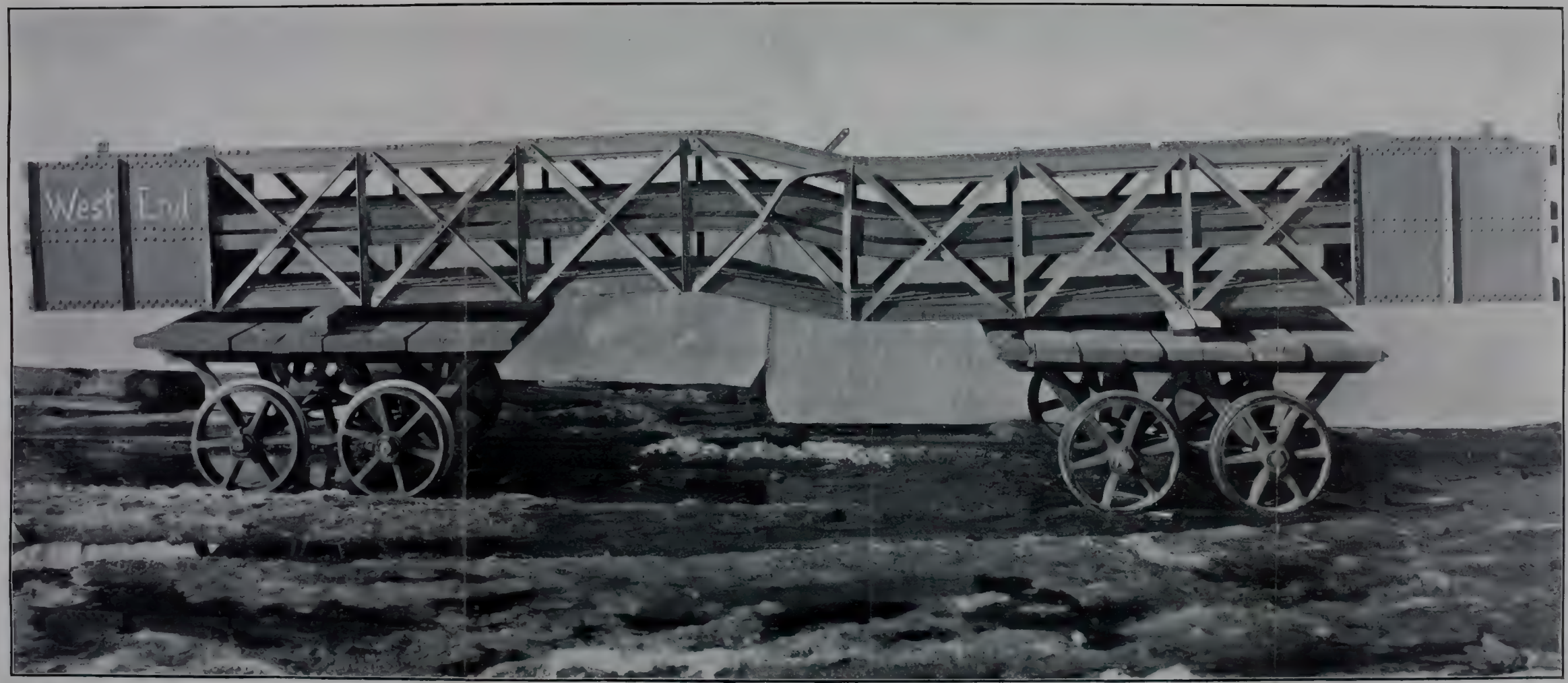
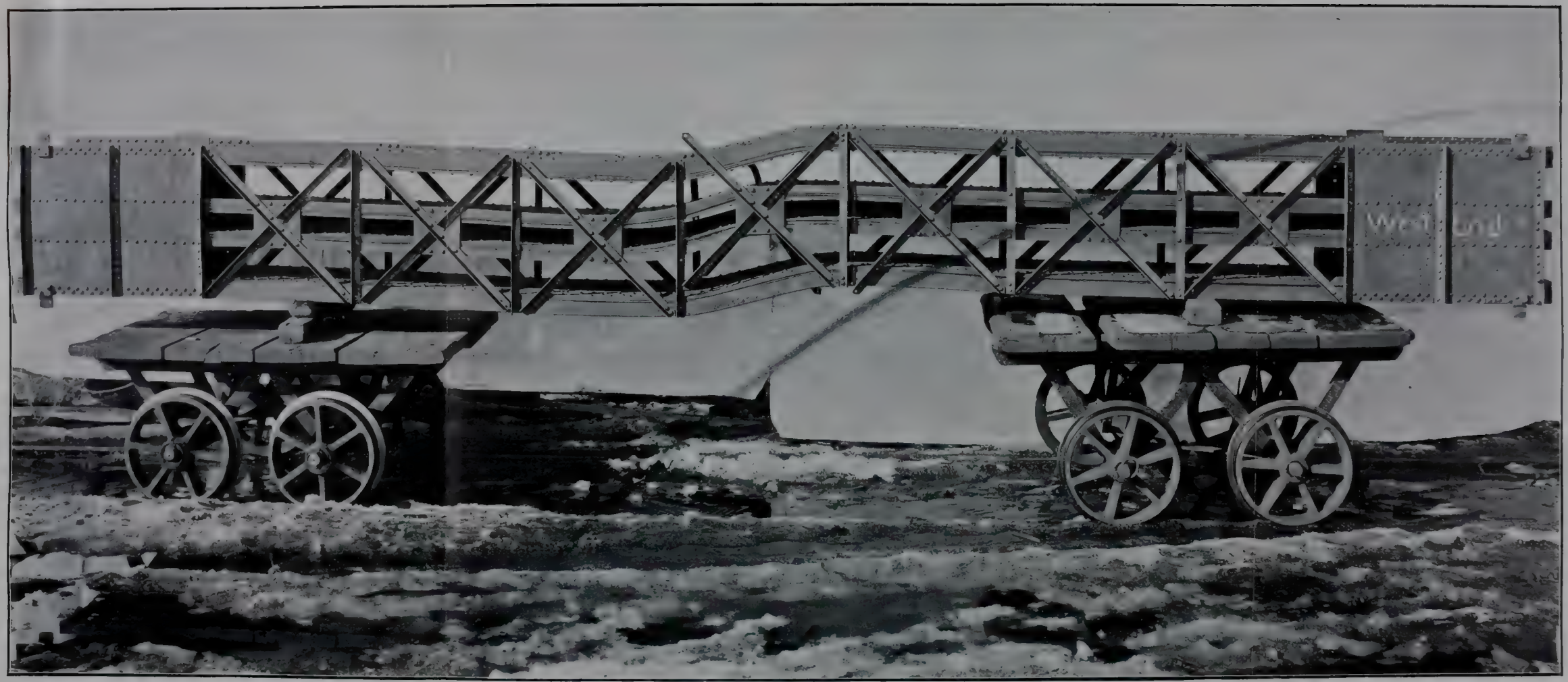


PHOTOGRAPH No. 1 REFERRED TO IN APPENDIX No. 15, VOL. I.



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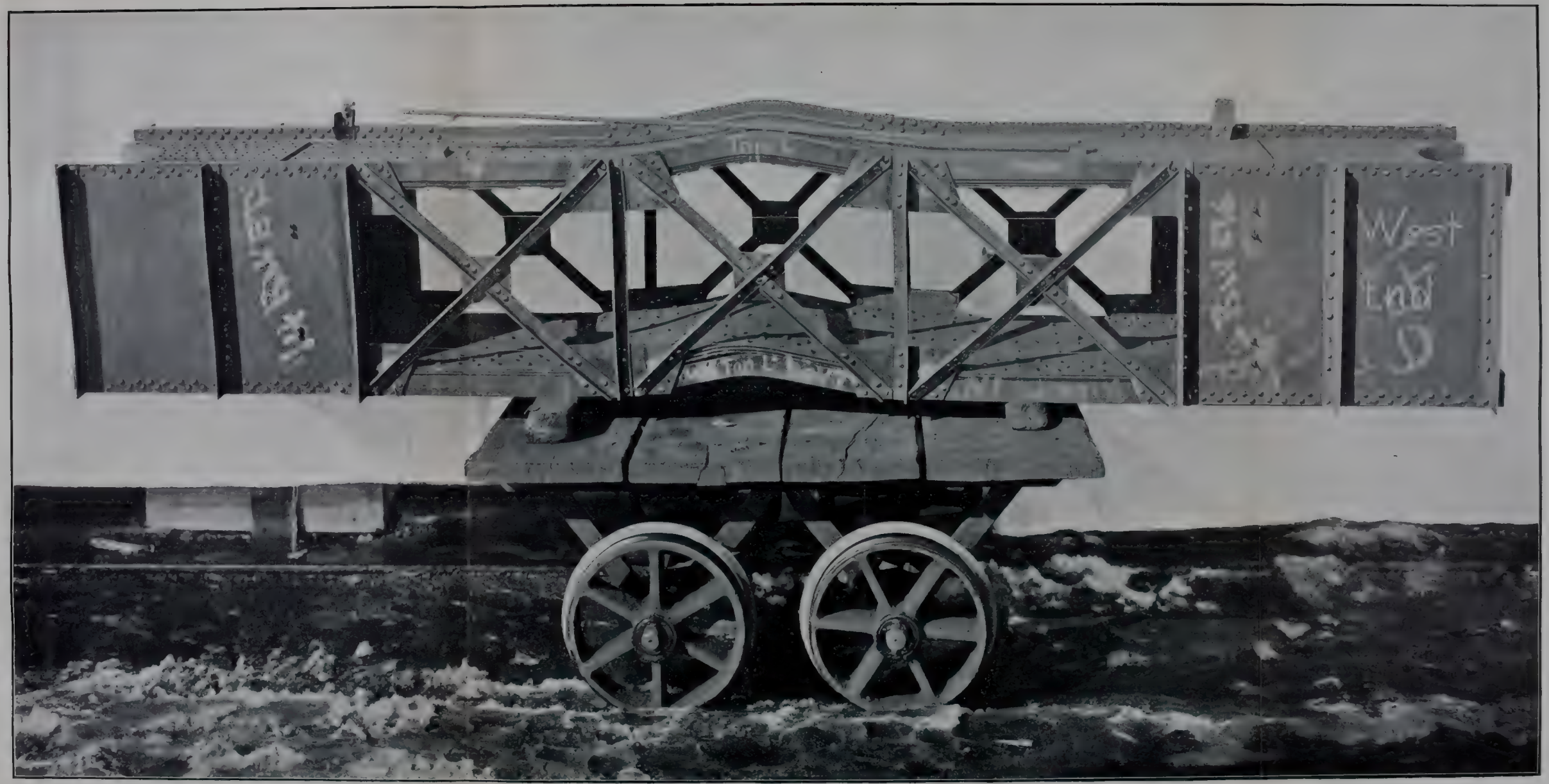

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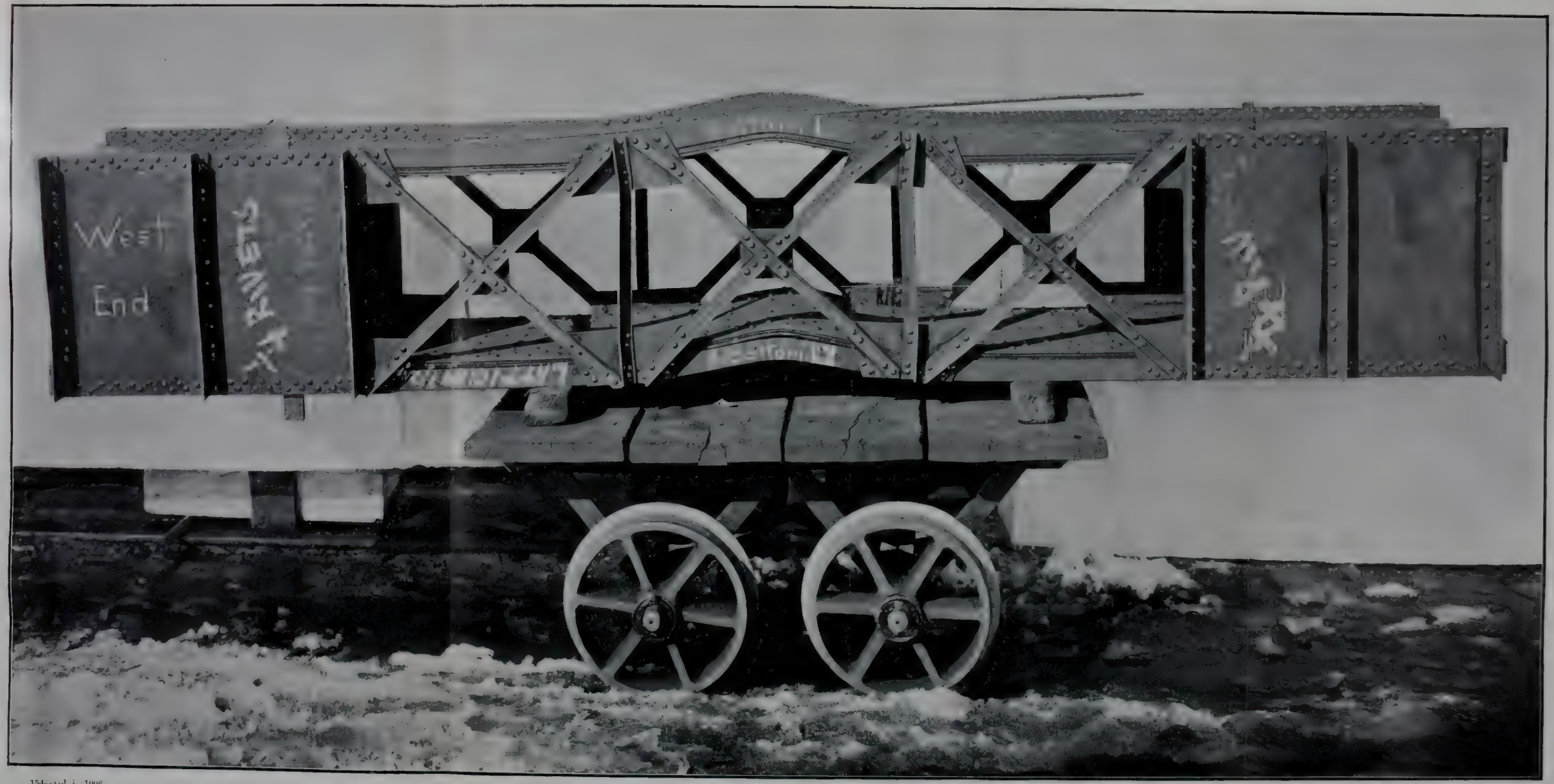


PHOTOGRAPH No. 4 REFERRED TO IN APPENDIX No. 15, VOL. I.

x 1¼-inch rib flange angles were planed down from 3-inch x 2-inch x $\frac{5}{16}$-inch pieces. The lacing angles were also planed from 1½-inch x 1½-inch x ⅜-inch and $\frac{5}{32}$-inch angle to the dimensions given above. All rivet holes were drilled.

The method of construction of the model was such as to leave it in true and accurate condition. The web plates were laid off by wood templet, except the pin plate holes, and drilled while the pin plates were drilled from iron templates. The pin plates were then used as templates for the drilled holes at the ends of the web plates. One web plate for each rib thus drilled was used as a drilling template for the other plates of the same rib, the blank plates being bolted to the drilled plate for this purpose. In the same manner the blank flange angles were bolted to the drill webs and drilled from the latter as a templat. Rivet holes required for lattice angles were drilled from iron templets, but the batten plates first drilled were used for drilling templets after the chord was completely assembled. After the component parts of the ribs were drilled they were taken apart, cleaned, painted and bolted together for riveting. The latter was done both in web and lattice angles with pneumatic hammers. The lattice bars were drilled like the other parts of the model. After the riveting was completed the pin holes were bored and subsequently the ends were faced to proper dimensions in a rotary planer. All the metal used for the main parts of the model column was medium steel, but soft steel was used for rivets. The steel plates were furnished by the Lukens Iron and Steel Company, of Coatesville, Pennsylvania; but the angles were supplied and rolled by the Phœnix Iron Company, of Phœnixville, Pennsylvania. The rivets were purchased in Philadelphia.

In order that the character of the metal employed might be completely determined, tensile tests were made of both plates and angles and shearing tests of both the $\frac{7}{24}$-inch rivets used in the model and ⅞-inch rivets used in the full size chord.

The following tabular statements show the results of all these tests and of representative specimen tests of the metal used in the chord member 9 as actually built, together with chemical analyses exhibiting the main elements of interest in such structural material:—

TENSILE TESTS OF PLATES AND ANGLES.

1½-IN. x 1½-IN. x ⅜-IN. ANGLES

Date.	Heat No. or Size.	Pounds Per Sq. In.		Per Cent.		Fracture.
		Elas. Lim.	Ultimate.	Strength in 8-in	Reduction.	
Nov. 6	1402	52,520	65,660	27·0	55·6	Silky.
" 6	1402	50,000	63,460	23·0	57 7	"
" 6	1402	51,900	62,500	27·5	59·6	"
" 6	1402	50,340	61,300	21·0	54·4	" ½ cup.
" 6	1402	50,360	65,700	20·5	48·2	" "
3-IN. x 2-IN. x $\frac{5}{16}$-IN. ANGLES.						
Nov. 5	1,402	42,300	63,040	31·25	61·3	Silky.
" 6	1,402	41,780	62,100	32·0	54·0	"
$\frac{5}{16}$-IN. PLATES: TEST SPECIMENS 1·045 INCH WIDE.						
Oct. 29	13673	38,270	65,420	29·0	53·1	
" 29	13676	37,350	64,200	30·0	53 1	

PLATES OF CHORD MEMBER 9 AS BUILT.

Nov. 1	54½ x $\frac{7}{8}$	38,840	60,680	26·5	53·0	Silky cup.
" 1	54½ x $\frac{15}{16}$	40,810	61,440	25·5	51·4	" ang.
" 1	54½ x $\frac{7}{8}$	42,000	67,700	23·0	50·5	" "
" 1	54½ x $\frac{15}{16}$	40,780	65,540	24·5	49·0	" cup.

ANGLES OF CHORD MEMBER AS BUILT.

Sept. 14	8 x 3½ x $\frac{15}{16}$	38,000	61,900	27·0	52·6	Silky cup.
" 14	8 x 3 x $\frac{15}{16}$	37,120	63,920	29·0	50·6	" "
" 14	8 x 6 x $\frac{15}{16}$	39,460	62,300	30·0	47·1	" "
" 14	8 x 6 x $\frac{15}{16}$	38,890	61,300	32·5	49·2	" "
" 30	4 x 3 x $\frac{13}{16}$	41,730	67,640	29·5	0·26	" ang.
Nov. 18	4 x 3 x $\frac{13}{16}$	42,710	64,860	27·0	0·27	" "

SHEAR TESTS OF RIVETS, NOV., 1907.

Size of Rivets.	Ultimate resist. in lbs.		Per square inch.	Average.
$\frac{7}{8}$-in. diameter	59·700	58·200	59 700	59 200
$\frac{3}{4}$-in. "	50·420	50·875	51·380	50·960

CHEMICAL ANALYSES.

	Car.	Phos.	Man.	Sul.
1½-in. x 1½-in. x ½ in. angles	·16	·038	·51	·037
$\frac{15}{16}$-in. plates	·21	016	·40	·023
" "	·23	·025	42	024
54½ x $\frac{7}{8}$ plates	·17	·01	·46	
54½ x $\frac{15}{16}$ plates	·17	01	·46	
" "	26	·007	·34	
" "	·26	·007	34	
8 x 3½ x $\frac{15}{16}$ angles	·16	041	·36	
" "	·16	·041	·36	
8 x 6 x $\frac{15}{16}$ "	·17	·052	·39	
" "	·17	052	·39	
4 x 3 x $\frac{13}{16}$ "	·18	·036	·66	
" "	·19	·05	·41	

The specimen tests of the plates and angles used in the actual chords were selected by me out of a large number so as to give a reasonable and comprehensive view of all and they are fairly representative. It will be observed that the usual effect of rolling thin metal necessarily finishing at a lower temperature than that in the heavier sections is apparent in the high elastic limits of 1½-inch x 1½-inch x ½-inch angles. The same effect, but to a small degree only, is probably discoverable in the $\frac{15}{16}$-inch and $\frac{7}{8}$-inch angles. This marked effect in the lattice angles of the model column has a distinct bearing upon the final results of the test. A similar general observation, and to a marked degree, applies to the higher unit shearing values of the $\frac{7}{8}$-inch rivets as compared with those of the $\frac{3}{4}$-inch rivets of the full size member.

After placing the model column in the machine and under a load producing a stress of 12,000 lbs. per square inch it was thought that a buckling or bulging of the web plates was discovered to the extent of ·034 inch near the west end of the north rib, but this was found not to increase under further loading. Although measurements

of this particular feature were not made before placing the column in the testing machine, continued observations subsequent to the first indicate I think conclusively that this particular deformation existed in the column before loading, and hence that it had no effect upon the ultimate failure of the column, or in other words, that it was an unavoidable result of the processes employed in the manufacture of the column and was not a true buckling of the plates under loading.

The column was accurately placed in the machine with four fine wires stretched throughout its length in the general plane of the upper flanges and with two similarly placed in relation to the lower flanges. These fine wires stretched with constant weights enabled any vertical or horizontal deflections of the tops of the four ribs and the bottoms of the two exterior ribs to be measured by the aid of finely graduated steel scales. Furthermore, longitudinal timber scantlings on the two centre lines of the exterior ribs, carrying steel scales at their ends, were used to measure the shortening of the column under loading for 16 feet of its length to $\frac{1}{128}$ of an inch. While these methods of measurements were not so refined as it might be desirable to adopt in an extended series of tests of this nature, they answered well the purposes of this particular investigation, which was not intended so much to determine with refined accuracy all the deformations produced in the test as to discover the main features and methods or other circumstances of failure, so far as possible, which attended the collapse of the full size chord section.

Prick punch marks were made in the heads of the rivets of the lattice bars throughout the length of the upper side of the column as it lay in the testing machine, and the distances between these marked were accurately measured at all stages of the test up to failure in order to ascertain the condition of stress in the lattice angles under the progressive loading to which the column was subjected. Furthermore, these bars were tapped with a hammer at the same time in order to secure further information as to their condition of stress as the tone of the resulting sounds might give.

The progressive loading was applied in stages of 3,000 lbs. per square inch of cross section of column, beginning with an initial loading of that value. At the end of every other stage of each loading, the column was relieved of stress in order to make observations in that condition. This programme was adhered to up to a stress of 21,000 lbs. per square inch, when the next increment was made 1,500 lbs. per square inch, after which the column was freed of load. The remaining programme of loading is shown on the blue print plan showing the effect of the test on the column which will be discussed in full below.

After the application of each 3,000 lbs., or finally 1,500 lbs., increment of loading and upon each removal of loading an accurate series of measurements for shortening of the column, for horizontal and vertical deflections at the various panel points of the latticing and for the stretching or shortening of the latticing angles were made. The results of these measurements are shown on the blue print plan showing the effect of test and largely in the tabular statement on that blue print headed 'Changes in Chord Lengths According to Loading.' The only exception to this statement is the fact that the measured deflections of the columns are not given. As these deflections were small the methods of measuring them were not altogether conclusive as to their amounts or as to their actual existence in some cases. At 9,000 lbs. per square inch, for instance, three ribs showed an apparent upward deflection of $\frac{3}{32}$ inch at and in the vicinity of the centre of the column. This deflection did not appear to increase until the stress reached 18,000 lbs. per square inch, and then only to an amount less than $\frac{1}{16}$ inch with doubt as to the accuracy of the measurement. No apparent increase of deflection was found again until a stress of 24,000 lbs. per square inch was reached, when the deflection of the four ribs appears to be $\frac{3}{32}$ inch, $\frac{1}{32}$ inch, $\frac{3}{32}$ inch and $\frac{1}{8}$ inch, respectively, at centre. On removal of the load this deflection disappeared entirely except for $\frac{1}{32}$ inch in one interior rib and the same amount in one exterior rib, both being upward. There was no subsequent opportunity to make further deflection measurements.

Under a stress of 12,000 lbs. per square inch one rivet in a lattice angle at the second centre intersection from the west end of the column was found loose, but toward the end of the test it appeared to become less so, the conditions of the centre ribs probably becoming such as to give it less opportunity for small motion. Up to the final loading all other rivets appeared to remain in good condition although they were frequently tested with a light hammer.

Actual testing of the column with the application of the first loading began at about two o'clock in the afternoon of November 21, of the current year, and it was continued without interruption in the manner set forth in the preceding statements to 11 p.m. of the same day. At that time a load of 25,000 lbs. per square inch was reached for a very short time in the endeavour to attain a stress of 25,500 lbs. per square inch. This endeavour, however, was unsuccessful in consequence of the leaking of a pump valve (subsequently repaired) to such an extent as to render it impossible to secure the desired pressure in the cylinder of the testing machine.

After having attained the above loading of 25,000 lbs. per square inch the programme of the test was interrupted until 10 a.m. of November 22.

At that time instructions were given to load the column to 25,500 lbs. per square inch, but inadvertence in signalling to attendants at the pump caused the load to reach 26,850 lbs. per square inch, at which stress the member suddenly failed. This failure was attended by a quick sharp report, and it occurred so suddenly that three observers who were closely watching the column at the time could not discover any sequence in the yielding of the details of the column; the occurrence was so sudden that all failures of details appeared to be absolutely simultaneous.

Aside from the raising of scale on the pin plates immediately in front of the 12-inch pins, the collapse of the column consisted in the failure by shearing of the majority of the lattice rivets at the central panel of latticing and of a considerable number of other rivets throughout the length of the column in both flanges, loading to the permanent bending to reversed curvature of the four ribs at the same central vicinity accompanied by the violent bending or distortion of the lattice angles and some small dishing of the rib web plates, all as shown on the accompanying blue print. The ribs were all slightly bent immediately beyond the supporting influence of the battens at each end.

There are certain features of this practically instantaneous failure of the column which are highly significant. As indicated in the preceding statements, there were no permanent strains or distortions of any kind discovered or apparently discoverable up to the loading producing failure. This observation is certainly true of every part of the column except the $\frac{7}{8}$-inch lattice rivets. If suitable apparatus for refined measurements could have been applied to them some shear distortion might have been observed prior to the final loading. Observations made on the latticed angles showed no permanent stretching or compression of those members prior to failure. The phenomenally high elastic limit of the metal in them shown by the test results in the tabular statement and already remarked upon indicates that they would have exhibited no marked permanent distortion much short of ultimate resistance either as tension or compression members. In point of fact all the circumstances of the test indicated that no main part of the column was stressed up to its elastic limit; in other words, that the entire loading was insufficient to develop more than a part of the elastic resistance of the column as a whole, and that if the latticing details had been stronger the column would have carried a greater load before collapsing. The instantaneous failure was clearly due to the fact that the main parts of the column were subject to elastic stress only.

Although it is impossible to corelate accurately the results of this column test with the stress conditions in the actual chord section at the instant of failure, in consequence of the higher elastic qualities of the relatively thin metal in the model column which has already been commented upon and the presumably greater care

which is usually bestowed upon the manufacture of a model member, an approximation of some value may perhaps be made.

The friction of a hydraulic testing machine is known to be considerable, but without recent calibration its amount cannot be confidently stated. The friction of the machine at the Phœnix Bridge Company's works was determined some ten or twelve years ago by G. Henning as 17½ per cent of the total load on the piston as indicated by the mercury gauge, and this may be accepted provisionally until a further calibration can be made. If this percentage deduction be made from 26,800 lbs. per square inch, the apparent stress at which the column failed, it will make the compressive stress in the metal 22,110 lbs. per square inch. The shear tests of the ⅞-inch and ¾-inch rivets make the average of the latter but 86 per cent of the former. Hence, if the ultimate shearing resistance of the ⅞-inch rivets had been the same as that of the ¾-inch rivets, the stress on the column producing the failure of the latticing rivets would have been but 19,014 lbs. per square inch of the column. Just what value should be given to the possibly higher excellence of manufacture of the model over that of the full size column is of course not determinable. It may or may not have sensible value. It is to be noted, however, that after making such allowance as is practicable for the friction and the increased resistance of the smaller rivets there is reached an intensity of stress nearly identical with that which existed in the actual chord section at the time of this failure.

It should be carefully observed that the radius of gyration of the normal section of the model column about an axis at right angles to the webs and through their centres, i.e. parallel to the axis of each pin, is 5·43 and 5·52 inch about a central axis parallel to the webs. Hence, as the column lay in the testing machine, the ratio of its length divided by the horizontal radius of gyration is 35, while the ratio of the same length over the vertical radius of gyration is 42. The column failed, therefore, in the plane of the greatest radius of gyration. Furthermore, its failure was wholly in a horizontal plane, there being no sensible vertical deflection of the failed column.

The length of the column was such as to place it practically at the limit between short and long columns, as the ordinary column formulæ, such as the much used Gordon's and 'straight line,' are properly applicable when the ratio of length over radius of gyration has values greater than about 40 or possibly a little more. Inasmuch as the ultimate carrying capacity per square inch of section increases as the length of column decreases and as this model column was comparatively short, the latticing required to develop its full load carrying power should be relatively heavy rather than light.

Very truly yours,

WM. H. BURR,
Cons. Engineer.

The commissioners were invited to be present and to assist at this test, and the Department of Railways and Canals was represented at it by Mr. C. C. Schneider. The shape of the model chord after the test was finished is shown on drawing No. 21, which has been prepared from the blue prints referred to by Prof. Burr. The accompanying photographs (Nos. 1 and 2) show the details of the failure very clearly.

The commission has the following comments to make concerning this test:—

1. There was little or no indication of failure up to the instant at which it occurred. Failure took place with explosive violence, by the shearing of the outer rivets of the latticing.

2. Messrs. Schneider, Deans and Szlapka were closely watching the chord when the unexpected failure occurred. No one of these engineers could say what connection or detail was the first to give way.

3. It was noted that the surface scaled at only three outside pin bearings.

4. The cross lattice bars showed little sign of stress, rivets being sheared only in those bounding the central bay. Theoretically, under a racking stress in the column, these bars would not come into play, the diagonals only being strained, one set in tension and the other set in compression.

5. The failure of the riveting was systematic. In each lattice bay one diagonal connection failed in tension and the other in compression; and usually both failures occurred at the side of the bay farthest from the nearer end of the column. It will be noted from the photographs that both on top and bottom the diagonals in the centre bay failed in the opposite manner to that of the corresponding diagonals in all the other bays.

6. The efficiency of the central connection plate in the bottom latticing is well shown by the photographs.

7. Some of the lattice rivets were cut out and found to be partially sheared and there were some slight indications that they had been sheared first on one side and then on the other, indicating a reversal of stress in the lattices. That such a reversal would instantly follow the failure of the latticing in the central panel is apparent from the curvature of the chord on one side of the central panel being opposite to that on the other side.

8. Subsequent investigation has shown that the method adopted for testing the working of the lattice bars was unsatisfactory. It consisted of measurements between centre punch marks on the rivet heads and did not include the effect of rivet shear.

In our opinion the load was more evenly and centrally applied in this test than it would be in the case of a chord in ordinary service. In other words under working conditions the failure of the latticing of this model chord would have taken place under a smaller stress.

This is the more probable since, as Prof. Burr points out, the model chord was superior to the bridge chord in both material and workmanship. The difference in material is well shown by the test records included in Prof. Burr's report.

On November 26 some tests on rivet shear were made by the Phoenix Bridge Company, the results being given on Drawing No. 26. The results of these tests, together with those given by Prof. Burr, showed that the rivets used in the bridge would develop an ultimate strength of slightly over 50,000 lbs. per sq. inch, and also that the rivets maintained without failure their ultimate strength, even though partially sheared.

On January 14 some further tests were made by the Phoenix Bridge Company which gave similar results. These results are given on Drawing No. 26. A movement of $\frac{1}{8}$ to $\frac{1}{4}$-inch apparently took place before actual failure.

This rivet shear offered a reasonable explanation of part of the change in the lengths of the diagonal lattice bars which must have accompanied the distortions of the chords in the bridge which were measured on August 27, 1907. The inspectors had indeed carefully examined the chords and the lattices and reported no evidence of failure, but this rivet shear might easily have escaped their observation; it is noteworthy that no one of the engineers assembled to watch the test of the model chord on November 21 thought of it, and they completely failed to detect such action up to the moment of failure, although working under the most favourable conditions. A change in length in addition to the above seemed to be due to the reduced section at the centre of one of each pair of diagonal lattice bars.

In December the commission ordered the construction of test chord No. 2 for the purpose of determining the strength of the webs of the design used in the Quebec bridge. The dimensions of this chord are given in Drawing No. 23. It had a section half that of test chord No. 1; the number of rivets in the lattice connections was doubled, the section of the lattice bars was increased 50% and the weak points at their centres were strengthened by the use of connection plates. The webs were of the same section as the outer webs of test chord No. 1. Material from the same heats was used in the manufacture of the two test chords.

This chord was tested at Phœnixville on January 18, the observations made during the test and the shape of the chord after failure being shown on Drawing No. 24 and on photographs Nos. 3 and 4.

It will be noted that this chord failed under a stress of 37,000 lbs. per sq. in. by the buckling of the webs in the centre bay, the latticing being sufficiently strong to fully develop the strength of the webs. The nominal strength of the column (the record has to be corrected for an unknown machine error) was slightly less than the elastic limit of the metal in the webs. (See record in Professor Burr's report.)

In this test the column seems to have been loaded evenly and centrally, since the latticing was not seriously stressed :

The following notes concerning this test are of interest :—

(1) There was some reason to think that chord A—9—L might have been bent sharply at the edge of the cover plate previous to failure. The inclination of its webs to the centre line on August 27 was very marked near the 8-9 joint. (*See* Drawing No. 28). A series of straight edge measurements (*see* Drawing No. 24) was made during the test of model chord No. 2 to determine whether any angle developed at the edge of the cover plate as the pressure increased, but no such movement was detected.

(2) During the test the yielding of the lattice rivets was observed by means of match marks upon the lattices and ribs. The results noted are given on drawing No. 24. They indicate that the pressure was centrally applied and that the lattice bars were not seriously stressed when these observations were taken. Towards the end of the test the lattice bars in the end panels were distinctly bowed upwards owing probably to the compression of the webs.

(3) Scaling at the pin bearings was observed as shown on Drawing No. 24, but this was about the same at all four surfaces at the bearings and did not indicate that there was any racking strain on the chord.

(4) The dishing of the webs during the test is shown on Drawing No. 24.

(5) It will be noted from the measurements on Drawing No. 24 that there were practically no horizontal or vertical movements of the chord webs with reference to the chord ends to which the reference wires were attached.

On January 20, the Commission made three tests on full size lattice bars of the chord No. 9 design, the particulars of which are given on Drawing No. 27. The tests were made in the laboratory of Messrs. Wm. Sellers & Company, Philadelphia, and the results obtained under the skilful handling of Mr. Backstrom may be accepted without question.

The purpose of these tests was to determine the strength of the lattice bars and the amount of yielding of the various parts of the length as the tension increased.

It will be noted that in each case failure took place at the centre of the lattice bar and the following table is of interest :—

RESULTS OF LATTICE AND RIVET TESTS.

3 full size bars tested by Wm. Sellers & Co. on Jan. 20th, 1908.	3 short sections of 4 full sized bars tested by the Phœnix Bridge Co. on Jan. 21st, 1908.	4 tests on 2⅞ in. rivets in single shear made by the Phœnix Bridge Co. on Nov. 26th 1907.	2 tests on 2⅞-in. rivets in single shear made by the Phœnix Bridge Co. on Jany. 14th, 1908.	3 tests upon 2⅞-in. rivets in double shear, made by the Phœnix Bridge Co. Nov. 1907.
Ultimate load in lbs.	Ultimate load in lbs.	Ultimate load in lbs.	Ultimate load in lbs.	Ultimate load in lbs.
60,100	61,100	63,000	62,500	121,000
59,800	62,000	63,000	63,100	122,000
59,500	60,700	63,800	....	123,800
		64,700		

It will be noted from the above that the riveting was sufficiently strong to develop the full strength of the cut lattice bar and by reference to Drawing No. 27 it will be seen that yielding took place simultaneously in the rivet connections and in the reduced section at the centre of the bar.

As the first test chord failed by shearing of the rivet connections and as no indications of failure at the centre of the lattice bars were noticed, the result of the tests on the full size lattice bars was unexpected.

A series of tests on the lattice bars of test chord No. 1 was made by direction of the commission on January 23rd. The small testing machine belonging to the Phœnix Iron Company was used, but as this was not well equipped for the work, the results are not wholly satisfactory.

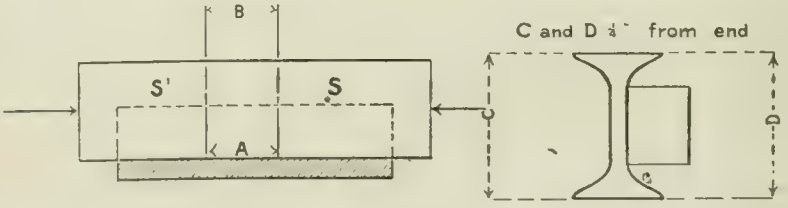
The observations which are given on Drawing No. 25, show that up to the moment of failure there was little yielding either of the rivets or of the reduced central portion, and that the failure took place in each case by rivet shear. The results of the specimen tests on the material for the angles are given in Prof. Burr's report.

The following table gives the results of tests upon the $\frac{7}{24}$-in. rivets.

TESTS ON $\frac{7}{24}$-IN. RIVETS.

At Phœnixville, November, 1907. 2 Rivets in Double Shear.	At Phœnixville, Jan. 21st 1908. Two Rivets in Single Shear.
Ultimate load in lbs.	Ultimate load in lbs.
16,000	7,500
15,600	8,700
16,000	9,000

On January 31, the Commission made some tests at the laboratory of Messrs. Wm. Sellers and Company to determine the slips of rivets connecting parts under compression, the form of the test pieces before and after testing being shown on drawing No. 25. The record of these tests, which is not given elsewhere, is as follows:—



TESTS No. 1874.—JANUARY 21, 1908.

Loads.	Distance A.	Distance B.	Distance C.	Distance D	Remarks.
	Ins.	Ins.	Ins.	Ins.	
0	1·0069	1·2700	5·90	6·04	
5,000	1·0050	1·2623	5·90	6·04	
10,000	1·0018	1·2612	5·90	6·04	
15,000	1·0000	1·2529	5·90	6·04	
20,000	1·0000	1·2505	5·88	6·05	
25,000	·9975	1·2469	5·88	6·05	
30,000	·9940	1·2304	5·86+	6·06	
35,000	·9820	1·2178	5·86+	6·07	
40,000	·9391	1·1570	5·86+	6·07	
40,000	·9390	1·1568	5·86+	6·07	After 10 minutes rest.
45,000	·8912	1·0982	5·87	6·08	
50,000	·8228	1·0090	5·84	6·09	
50,000	·8050	·9913	5·84	6·09	After 10 minutes rest.
55,000	·7090	·8470	5·80	6·11	I beam starting to scale.
59,200		Maximum load reached.			Structure collapsing.
0	·5271	·4106	5·46	6.31	

Motion of Blocks S and S'
S ="200+
S'="180

TEST No. 1875.

Loads.	Distance A.	Distance B.	Distance C.	Distance D.	Remarks.
	Ins.	Ins.	Ins.	Ins.	
0	1·0018	1·1941	5·98	5·96	
5,000	1·0010	1·1941	5·98	5·96	
10,000	1·0010	1·1896	5·98	5·96	
15,000	·9991	1·1830	5·98	5·96	
20,000	·9991	1·1797	5·98	5·96	
25,000	·9973	1·1738	5·98	5·96	
30,000	·9905	1·1633	5·98	5·96	
35,000	·9852	1·1528	6·98	5·96	
40,000	·9411	1·1004	5·96	5·96	
40,000	·9411	1·1004	5·96	5·96	After 10 minutes rest.
45,000	·9072	1·0536	5·95	5·98	
50,000	·8367	·9569	5·93	5·99	
50,000	·8318	·9535	5·93	5·99	After 10 minutes rest.
55,000	·6953	·7647	5·90	6·03	I beam scaling.
58,700		Maximum load reached.			Structure collapsing.
0	5195	·3760	5·52	6·25	

Motion of Blocks S and S'
S =210"
S'=230"

Measurements C and D are on rough surfaces.

GUS E. BACKSTROM.

TEST No. 1873.

Load.	Distance A.	Distance B.	Remarks.
0	1·0206	...	
5,000	1 0206	.....	
10,000	1·0206	.....	
15,000	1·1074	.....	
20,000	1·0150	1·2762	
25,000	1·0143	.....	
30,000	1 0097	.....	
35,000	1 0002	...	
40,000	0·9730	.....	
45,000	0·9184	1·1476	
45,000	0·9130	1·1455	(12 mins.)
45,000	0·9134	1·1455	After 10 minutes sustained load.
50,000	0·8390	1·0529	After 15 minutes sustained load.
50,000	0·8303	1·0430	After 10 minutes sustained load.
55,000	0·6963	0·8520	Beam begins to scale.
57,600	.. ..	.....	Maximum load reached then falling off from distortion of I beam.

Block slip 0·18" and 0·211" after completion of test.

It will be noted that under light loads the slip was much the same as in tension tests and that as the loading increased the web of the I beam and not the riveting gave way.

These tests were made for the purpose of obtaining information to throw light upon the fracture of chord A 9-L Quebec Bridge. The discussion of the failure of this chord will be found in appendix No. 16.

HENRY HOLGATE,
Chairman.
J. G. G. KERRY,
J. GALBRAITH.

APPENDIX No. 16.

A DISCUSSION OF THE THEORY OF BUILT-UP COMPRESSION MEMBERS.

This discussion will be confined to columns of which the cross section is rectangular in outline and which are built up of two or more parallel webs with stiffening angles, connected by lattice bars, tie plates, diaphragms, etc. In such columns the parallel webs carry the load and the connections serve a subsidiary purpose. For convenience the webs, considered apart from their connections, will be termed the web system and the connections the lattice system. In many bridges the continuous cover plates of the top chord belong to both the web system and the lattice system, inasmuch as they both carry load and serve as connections for the side plates.

In the design of the cross section the arrangement and dimensions of the web system are first considered. Column formulas based on experiment are used for this purpose. These formulas give the average unit stresses under which columns fail in terms of length and radius of gyration. This radius is taken in the plane in which the column will probably fail by buckling or bending. A factor of safety is used in the design and a suitable arrangement of the cross section of the web system adopted. The web system, in short, is designed from column formulas or the plotted results of experiments from which these formulas are deduced.

The design of the lattice system is quite a different matter. As a rule it depends on the judgment of the engineer guided solely by experience. He finds little or nothing in scientific text books or periodicals to assist his judgment. Some lattice formulas are in existence, but they are not generally known and their utility is more or less doubtful owing to the uncertainty of the data and assumptions on which they are founded. The unsatisfactory nature of the column formulas upon which the web system is designed is a matter of common knowledge among engineers, but the column formulas may be considered to represent exact science in comparison with the lattice formulas.

The lattice system performs two distinct functions. In the case in which each web of the web system carries its share of the load, that is to say when there is no transfer of load in any part of the column from one web to another, the lattice system simply acts as a side support to the web system and by means of it a long web is divided up into a number of short columns. The stresses thrown into the latticing in this state cannot be computed. In this case the load on the column is parallel to the axis but not necessarily coincident with it, and the curvature is assumed to be negligible. When, however, the load is inclined to the axis of the column, the lattice system has a different function. The angle of inclination may vary from point to point along the column owing to the curvature of the column. This curvature may be due to original bends or to the action of the load or to both combined. If the curvature is sufficiently small the variation of inclination due to it will be negligible. There remains, however, the original inclination or obliquity which is due to the method of application of the loads at the ends of the column. If the eccentricity of application is the same at each end and in the same plane with the axis of the column, there will be no obliquity other than that arising from the curvature of the webs which may be negligible. If, however, the eccentricities at the opposite ends are different or in different directions the obliquity may be of considerable amount. If the curvature of the column be negligible the obliquity arising from the eccentricity will be the same at every point. This obliquity causes a transfer of load throughout the whole length of the column from one web to another. This transfer of load is accompanied by longitudinal shearing stresses in the lattice system. The obliquity also causes transverse shearing stresses at every cross section of the column.

If the lattice system is considered to be sufficiently stiff the longitudinal shearing forces can be derived from the transverse shearing forces by the ordinary processes of statics as applied to elastic solids, and from them the lattice stresses and the lattice cross sections may be computed.

If θ is the angle between the direction of the column axis and that of the load, S the transverse shear and P the load,

$$S = P \sin \theta$$

and since in practical cases θ is small this may be written

$$S = P\ \theta$$

if θ be expressed in radians or as the ratio of the total eccentricity to the length of the column.

This formula holds true also if the curvature of the column is great enough to require consideration. In such a case θ varies along the column, and in computations the column should be divided by cross-sections so close together that the difference in θ at two neighbouring cross-sections may be disregarded.

So far the problem is comparatively easy—with the next step difficulties begin. The question now is,—what value of the obliquity shall be chosen in design?

Since the obliquity depends upon inequality in the eccentricities at the ends, the maximum difference must be decided upon for design. It would seem reasonable to assume for this purpose equal eccentricities in opposite directions so that if e be

the assumed eccentricity at one end the maximum value of the obliquity will be given by

$$\theta = \frac{2e}{l}$$

l being the length of the column. Against this view, however, it may be urged that the chances of the maximum value ever being reached are extremely small and that therefore some smaller value should be chosen.

Evidently the strength of this objection depends upon the value assumed for the eccentricity. The safe maximum value to be assumed for e depends upon the excellence of the design both of the column and of the splices, on the accuracy of workmanship, and on the care and precision employed in the erection.

It is impossible to estimate with accuracy the value of e under any set of conditions, but reasonable limits for its values will doubtless be learned from experience and study. With bad work, and more especially bad fitting and weak splices at butt joints, the value of e may be much greater than it need be under other conditions of construction. In design, however, good workmanship and strong splices should be assumed. Theoretically the cross sections of the latticing should be designed so that with the assumed eccentricity the lattice and the web systems will get their ultimate safe stresses simultaneously. This condition will be satisfied if the unit stress in the latticing has the same factor of safety as the maximum compressive stress in the web system corresponding to the eccentricity.

Let P be the safe load, A the area of the cross-section $p = \frac{P}{A}$, d the greatest diameter of the cross-section in the plane of the latticing, r its radius of gyration parallel to d, q the unit stress at the most compressed edge, e the eccentricity of the load P, then

$$q = p\left(1 + \frac{e}{2}\frac{d}{r^2}\right)$$

an equation which is generally true only within the limit of elasticity—and consequently

$$e = \frac{2}{d}\frac{r^2}{}\frac{q-p}{p}$$

$$\theta = \frac{2e}{l} = \frac{2}{l}\frac{2}{}\frac{r^2}{d}\frac{q-p}{p}$$

$$S = P\,\theta = p\,A\,\frac{2}{l}\frac{2}{}\frac{r^2}{d}\frac{q-p}{p}$$

$$= A\,\frac{2}{l}\frac{2}{}\frac{r^2}{d}(q-p)$$

In design all the quantities in the above expressions for e, θ, and S are fixed without difficulty with the exception of q, the extreme unit stress in the web system. It is evident from the formula that S becomes zero when $q = p$. Now the maximum value of q for which the formula

$$q = p\left(1 + \frac{e}{2}\frac{d}{r^2}\right)$$

holds, is in general, the elastic limit. Consequently as p approaches the elastic limit, S approaches zero. Evidently, when p is equal to the elastic limit, the load must be central and without obliquity since no part of it can be transferred from one web to another without inducing stresses in the second web in excess of the elastic limit.

The function of the latticing in such a case is simply to stiffen the webs and, as has already been said, the accompanying lattice stresses cannot be computed. The condition necessary for a theoretical computation of the stresses in the latticing is

that the difference between p and q be reasonably large. Lattice formulas of course fix a value of q in a fashion, but only tests and experience can determine whether or not these give economical and safe results. Direct tests are difficult to apply and unless great care is exercised, incorrect inferences may be drawn from them. A lattice column placed in a testing machine may fail in the web system, but this is no indication that the lattice system is strong enough for service in a similar column when in use as a bridge member. It may be that the obliquity of the load was too small to develop the lattice strength. With a greater obliquity the column might fail in the lattice system under a much smaller load. In other words, the failure of the webs is an indication that the full strength of the column has been nearly developed. The failure of the latticing may not be such an indication. The full strength of the column can be developed only by axial loading, and under such loading comparatively weak latticing may serve to develop this strength.

The full strength of the latticing can be developed only by oblique loading. The column strength in this case must be less than under axial loading.

The case of lower chord A 9 L Quebec bridge is an example of an insufficient lattice system. The webs bent and the lattices failed under a load only three-fourths of the specified maximum working load.

DETERMINATION OF THE AREA OF A LATTICE BAR CROSS-SECTION.

The bar must be designed to take equal stresses in tension and compression. Let P' represent the lattice stress, A' the tension section, A'' the compression section q' the unit stress in tension, q'' that in compression. The unit stress q'' must be computed by a column formula.

Now $P' = k\ S$, where k is a coefficient which can be calculated from the known arrangement and dimensions of the lattice and web system. This calculation will be taken up later.

Thus

$$P' = A'\ q' = A''\ q'' = k\ S$$

$$\therefore\ A' = \frac{k\ S}{q'} = k\ A\ \frac{2}{l}\ \frac{2\ r^2}{d}\ \frac{q-p}{q'}$$

$$A'' = \frac{k\ S}{q''} = k\ A\ \frac{2}{l}\ \frac{2\ r^2}{d}\ \frac{q-p}{q''}$$

q' and q'' in design should have at least the same factor of safety as q.

It may be more convenient in many cases to make A' represent the shearing area of the rivets and q' the shearing unit stress. The net area of the lattice bar has been selected in this discussion because in the Quebec bridge it was weaker than the rivet areas, the lattice bar section being 1·15 sq. ins. and the rivet area 1·80 square inches (3 rivets).

In the arrangement of the lattice system the free portions of the webs should have a value of $\frac{l}{r}$ less than that of the column as a whole.

LATTICE FORMULAS.

In the foregoing discussion it has been shown that there are two points with regard to which there must be more or less doubt and in which no aid can be expected from theory; first, the stresses to which the latticing is exposed when the load is axial and, second, the value to be assumed for the maximum unit stress in the web system.

The assumption is made that a satisfactory solution of the second difficulty is sufficient to provide for the first. All practical lattice formulas determine, in effect, the value to be assigned to q. The same factor of safety is used for q' and q'' as for q.

Mr. C. C. Schneider, Consulting Engineer, has called the attention of the Commission to an article on this subject by Professor Prandtl of Goettingen, in the 'Zeitschrift des Vereines deutscher Ingenieure' of December 28, 1907. Professor Prandtl assumes that the equation

$$q = p\left(1 + \frac{e}{2}\frac{d}{r^2}\right)$$

holds up to the point of failure of the outer web. He makes q the ultimate strength of the portion of the outer web between neighbouring lattice points. He necessarily makes q' and q'' in the formula for lattice bars represent ultimate strengths. He also discusses the allowance to be made in the value of r on account of want of stiffness in the latticing. In other respects his discussion corresponds to ours.

In the same journal a letter appears from Professor Engesser of Karlsruhe, who also refers to the diminution of r owing to want of stiffness of the latticing. This letter does not contain sufficient information to enable a reader to follow the line of thought. However, in the formula for lattice bar areas, he seems to replace $\frac{q-p}{q'}$ and $\frac{q-p}{q''}$ by $\frac{q-p}{q}$ in which q is the ultimate strength of the material and p is the ultimate strength of the column which he determines by use of the Tetmajer formula. He also replaces the factor 2 by π.

He states that he published his investigations in 1891 and 1893.

Mr. H. S. Prichard in 'Engineering Record,' October 12, 1907, gives a rule which he had used for several years which makes

$$S = \cdot 015\ P$$

in other words

$$\theta = \cdot 015$$

Mr. Szlapka, in his evidence, states that after a most painstaking search the only information he could find on the subject of lattice computations was that given in Johnson's 'Modern Framed Structures.'

The experience of the Commission is practically similar to that of Mr. Szlapka for, except the rule in 'Modern Framed Structures,' all the information we have been able to find has appeared in the periodical press since the collapse of the Quebec bridge.

Mr. Bindon B. Stoney, one of the earlier authorities on bridge construction, has given a method of computing statically the stresses in lattices based on the assumption of curvature in the column.

The article in 'Modern Framed Structures' is as follows:—

'There are no rules other than empirical ones in use by which the size and spacing of lattice bars for compression members are determined. . . . It has been suggested that, as our compression formulas all assume a certain extreme fibre stress due to the flexure of the strut, from this known extreme fibre stress we find an equivalent uniform load acting in the plane of the latticing which will produce this fibre stress and from this load find the stress in the lattice bars.'

This method is equivalent to assuming that $q = f$ and $\theta = \frac{4}{l}e$, f being taken from the formula $p = f - c\frac{l}{r}$ or the formula $p = \frac{f}{1 + \frac{1}{c^1}\left(\frac{l}{r}\right)^2}$ when applied to the working stresses.

The value of S thus becomes

$$S = P\ \theta = P\ \frac{4}{l}e = P\ \frac{8}{l}\frac{r^2}{d}\ \frac{f-p}{p}$$

From the straight line formula $\frac{f-p}{p} = \frac{p}{l}\frac{r}{c} = \frac{A}{P}\frac{c}{r}\frac{l}{r}$

So that

$$S = \frac{P}{l}\frac{8}{d}\frac{r^2}{P}\frac{A}{r}\frac{c}{l} = \frac{8}{d}\frac{A}{P}\frac{c}{r}$$

From the Rankine formula

$$\frac{f-p}{p} = \frac{1}{c'}\left(\frac{l}{r}\right)^2$$

$$\therefore e = \frac{2}{d}\frac{r^2}{c'}\frac{1}{r}\left(\frac{l}{r}\right)^2 = \frac{2}{c'}\frac{l^2}{d}$$

$$\theta = \frac{4}{l}\frac{e}{c'} = \frac{8}{c'}\frac{l}{d} \qquad S = P\ \theta = \frac{8}{c'}\frac{l}{d}P$$

These equations give very different values for S, even though the constants of the Rankine formula be computed so that the curve represented by it and the straight line represented by the straight line formula are tangent at the point corresponding to the value of $\frac{l}{r}$ in question.

Mr. Szlapka used the rule in 'Modern Framed Structures.' He selected Rankine's formula and gave c' its value for square bearings. He, however, modified the method by using a central load instead of a distributed load. This modification had the effect of making the area of the lattice bar one-half of that given by the method suggested in 'Modern Framed Structures.'

Mr. Szlapka finally adopted a larger cross-section than his method gave, and one which, in his judgment, was sufficient.

If he had tested the method fully he would have found it capable of giving areas ranging up to ten times the area computed by him, a result which would have shown the indefiniteness of this method. He might, of course, have come to the conclusion that a rule capable of giving such different results was valueless.

In an article in 'Engineering,' September 27, 1907, Professor Keelhoff of Ghent University, states that in 1893 he developed a lattice formula which has been more or less extensively used. When thrown into the form of the theoretical formula previously given, the following results are obtained.

Professor Keelhoff multiplies the expression for θ by the coefficient $\frac{\pi}{2}$. Thus, instead of $\theta = \frac{2}{l}\frac{e}{}$, his method gives $\theta = \frac{\pi}{2}\frac{e}{}$, this change being the result of a theoretical study in which he adopted Euler's sinusoid curve as the probable form of a bent column. He also replaces q by f taken from the column formula for working stresses

$$p = f - c\ \frac{l}{r}\ .$$

It is thus apparent that the methods of lattice computation which have been used in practice, when thrown into the form adopted in this discussion, simply assign values to the unknown q, and in some cases multiply the theoretical obliquity by the factor 2 or $\frac{\pi}{2}$.

The following is a resume of the lattice formulas discussed in this appendix:—

Theoretical Formulas.

$$e = \frac{2}{d}\,\frac{r^2}{}\,\frac{q-p}{p}$$

$$\theta = \frac{2\,e}{l} = \frac{2}{l}\,\frac{2}{d}\,\frac{r^2}{}\,\frac{q-p}{p}$$

$$S = P\,\theta = p\,A\,\frac{2}{l}\,\frac{2}{d}\,\frac{r^2}{}\,\frac{q-p}{p}$$

$$= A\,\frac{2}{l}\,\frac{2}{d}\,\frac{r^2}{}\,(q-p)$$

$$A' = \frac{k\,S}{q'} = k\,A\,\frac{2}{l}\,\frac{2}{d}\,\frac{r^2}{}\,\frac{q-p}{q'}$$

$$A'' = \frac{k\,S}{q''} = k\,A\,\frac{2}{l}\,\frac{2}{d}\,\frac{r^2}{}\,\frac{q-p}{q''}$$

q to be determined by judgment and not to exceed the elastic limit.
q' and q'' to have the same factor of safety as q.

Formulas used in Practice.

Prandtl makes q the ultimate strength of the portion of the outer web between neighbouring lattice points and q' and q'' the ultimate strength of the lattice bars used.

Engesser replaces $\frac{q-p}{q'}$ and $\frac{q-p}{q''}$ by $\frac{q-p}{q}$ respectively, using ultimate values. He also multiplies θ by $\frac{\pi}{2}$ *i.e.* makes $\theta = \frac{\pi\,e}{l}$.

Prichard makes θ constant = ·015.

'Modern Framed Structures' makes $q = f$ of the working stress formula

$$p = f - c\,\frac{l}{r} \text{ or } p = \frac{f}{1 + \frac{1}{c'}\left(\frac{l}{r}\right)^2}$$

And also multiplies θ by 2, *i.e.* makes $\theta = \frac{4\,e}{l}$

Szlapka modified the rule in 'Modern Framed Structures' by not using the multiplier 2 in the value of θ, *i.e.* made $\theta = \frac{2\,e}{l}$ and also used the formula

$$p = \frac{f}{1 + \frac{1}{c'}\left(\frac{l}{r}\right)^2}$$

giving c' its largest value, viz.:—36,000.

Koelhoff makes $q = f$ of the working stress formula $p = f - c\,\frac{l}{r}$ and also multiplies θ by $\frac{\pi}{2}$.

Computation of k in formula $P' = k\ S$.

The method of making this computation will be illustrated by a numerical example.

For this purpose lower chord A 9—L Quebec bridge will be taken.

On the assumption that the latticing is sufficiently stiff to enable the webs to act as a unit, the relation between the longitudinal shear S' in the length of one panel of latticing and the transverse shear S at the end of the panel is given by the statical formula $S' = \frac{S\ x\ Q}{I}$ where x is the length of one lattice panel, Q the moment of area about the central axis of the chord cross-section perpendicular to the lattice planes of that portion of the web cross-section which lies outside the given plane of longitudinal shear, and I the moment of inertia of the whole chord cross-section about the same axis.

Evidently maximum S' corresponds to maximum Q which, in chord A 9-L, occurs between the centre webs. The numerical values are $Q = 6439$. $x = 72 \cdot 75$. $I = 302640$, dimensions being given in inches.

Therefore $S' = 1 \cdot 55\ S$ between the centre webs. Similarly between the outside web and the centre web $Q = 5313$, giving

$$S' = 1 \cdot 28\ S$$

In a lattice panel there are four bars arranged two and two as the diagonals of a square of which the side is 54·36 inches, this being the distance between the axes of the outside webs.

Therefore $P' = \frac{S'}{4} \times \sqrt{2} = \cdot 35\ S'$

$$P' = \cdot 35 \times 1 \cdot 55\ S = \cdot 54\ S \text{ between the centre webs}$$

and $P' = \cdot 35 \times 1 \cdot 28\ S = \cdot 45\ S$ between an outside web and a centre web.

Thus the values of k are ·54 and ·45.

From the design of the chord it is evident that the net area of the lattice bar is governed by $k = \cdot 54$, while the rivets connecting the bar to the outside web are determined by $k = \cdot 45$ and those connecting the bar with the inside web by the difference of these values, which is ·09. That is to say, if 5 rivets were necessary to connect the bar to the outer web, only one would be required for the connection with the inner web.

Transverse shears and bending moments exist in the webs due to the transverse shear S on the cross-section of the chord.

The maximum transverse shear in the outer web occurs in the space between two consecutive panels of latticing. It is equal to $\frac{1}{2} \times \frac{54 \cdot 36}{72 \cdot 75} \times 1 \cdot 28\ S = \frac{1}{2} \times \cdot 747 \times 1 \cdot 28\ S = \cdot 48\ S$, if the small bending moments in the webs due to the assumed distribution of stress at the plane of section be neglected; the maximum shearing stress on a centre web section is thus ·02 S, the sum being ·50 S, half the shearing stress on the cross-section of the chord.

Thus 96 per cent of the transverse shear is carried by the outer webs and only 4 per cent by the inner webs in the space between the panels.

The difficulty of determining theoretically the values to be assigned to the quantities $\frac{q-p}{q'}, \frac{q-p}{q''}$ in the formulas

$$A' = k\ A\ \frac{2}{l} - \frac{2\ r^2}{d}\ \frac{q-p}{q'}$$

and $A'' = k\ A\ \frac{2}{l} \cdot \frac{2\ r^2}{d}\ \frac{q-p}{q''}$

has been pointed out. It will be of interest to compare the solutions of this problem as given by the various methods that have been described by means of a numerical example and also to compare the corresponding lattice cross-sections.

For this purpose the web system of lower chord A 9-L, Quebec bridge, will be selected. It will be suffcient for the present purpose to consider the formula for the tension section A'.

In this chord, $l = 684$ inches, $r = 19{\cdot}7$ inches. $d = 67{\cdot}5$ inches. $A = 780$ sq. in. $k = {\cdot}54$

Thus—

$$A' = {\cdot}54 \times 780 \times \frac{2}{684} \times \frac{2 \times 19{\cdot}7^2}{67{\cdot}5} \times \frac{q-p}{q'}$$

$$= 14\,\frac{q-p}{q'} \text{ sq. ins.}$$

Prandtl: $\frac{l}{r}$ for outer web between lattice points $= 44$; ultimate strength of outer web say $48{,}000 - 210 \times 44 = 38{,}760$.

Specified unit load on column $p = 24{,}000$.

Tensile strength of lattice bar $q' = 60{,}000$.

$$\therefore \frac{q-p}{q'} = \frac{38760 - 24000}{60000} = \frac{14760}{60000} = {\cdot}25$$

$$A' = 14 \times {\cdot}25 = 3{\cdot}50 \text{ sq. ins.}$$

If the unit load for the column had been determined by the formula $p = 16000 - 70\frac{l}{r}$ $= 16000 - 70 \times 34{\cdot}7 = 13571$, we should have had

$$\frac{q-p}{q'} = \frac{38760 - 13571}{60000} = \frac{25189}{60000} = {\cdot}42$$

and $A' = 14 \times {\cdot}42 = 5{\cdot}88$ sq. ins.

Engesser:—

$$q = q' = 60000$$

$$p = 48000 - 210\,\frac{l}{r} = 48000 - 210 \times 34{\cdot}7 = 40713$$

$$\frac{q-p}{q'} = \frac{60000 - 40713}{60000} = \frac{19287}{60000} = {\cdot}32$$

$$A' = \frac{\pi}{2} \times 14 \times {\cdot}32 = 7{\cdot}04 \text{ sq. ins.}$$

When this formula is used, the cross-section of the latticing does not vary with the load.

Prichard:—

$$\theta = {\cdot}015$$

Now theoretically $\theta = \frac{2}{l}\,\frac{2\,r^2}{d}\,\frac{q-p}{p}$

$$= \frac{2}{684} \times \frac{2 \times 19{\cdot}7^2}{67{\cdot}5} \times \frac{q-p}{p}$$

$$= {\cdot}0333\,\frac{q-p}{p}$$

$$\therefore \frac{q-p}{p} = \frac{{\cdot}0150}{{\cdot}0333} = {\cdot}45$$

$$\therefore \frac{q-p}{q'} = \frac{q-p}{p}\,\frac{p}{q'} = {\cdot}45\,\frac{p}{q'} = \frac{{\cdot}45 \times 24000}{40000} = {\cdot}27$$

Assuming that 40000 in tension represents the same factor of safety as 24000 (in the case of this column) in compression,

$$A' = 14 \times \frac{q-p}{q'} = 14 \times \cdot 27$$
$$= 3 \cdot 78 \text{ sp. ins.}$$

since $\frac{p}{q'}$ is constant for all factors of safety this result applies to all loads.

'Modern Framed Structures':—

(1) Straight line formula.

$q = 24000 \qquad p = 24000 \quad 105 \times 34 \cdot 7 = 20356$
$q' = 30000$

$$\therefore \frac{q-p}{q'} = \frac{24000 - 20356}{30000} = \frac{3644}{30000} = \cdot 12$$

$$A' = 2 \times 14 \times \frac{q-p}{q'} = 28 \times \cdot 12 = 3 \cdot 36 \text{ sq. ins.}$$

In this formula evidently $\frac{q-p}{q'}$ is constant for all factors of safety and therefore for all loads.

(2) Rankine's formula.

$$\frac{q-p}{q'} = \frac{f-p}{q'} = \frac{\frac{p}{c'}\left(\frac{l}{r}\right)^2}{q'}$$

assuming $p = 24000$, $c' = 18000$, $\frac{l}{r} = 34 \cdot 7$, $q' = 30000$

$$\frac{q-p}{q'} = \cdot 0535$$

$$A' = 2 \times 14 \times \frac{q-p}{q'} = 28 \times \cdot 0535 = 1 \cdot 50 \text{ sq. ins.}$$

if c' be made 36000 the values are

$$\frac{q-p}{q'} = \cdot 0267 \qquad A' = \cdot 75 \text{ sq. ins.}$$

Evidently the same results will be given by all factors of safety *i.e.*, for all loads.

Mr. Szlapka's method, if he had used the proper value of k, would have given $A' = \cdot 37$ sq. ins. He assumed that the panels of latticing were square, whereas they were oblong and the lattice bars were not diagonals.

In the actual design, however, he made $A' = 1 \cdot 15$ sq. ins.

Keelhoff:—

$$\frac{q-p}{q'} = \frac{f-p}{q'} = \frac{24000 - 105 \times 34 \cdot 7}{30000} = \frac{24000 - 20356}{30000} = \frac{3644}{30000} = \cdot 12$$

$$A' = \frac{\pi}{2} \times 14 \times \frac{q-p}{q'}$$
$$= 1 \cdot 57 \times 14 \times \cdot 12 = 2 \cdot 64 \text{ sq. ins.}$$

The value of $\frac{q-p}{q'}$ will not be altered by using different factors of safety for p, q and q' and therefore applies to all loads.

These results, arranged for comparison, are collected in the following table.

Author.	$\frac{q-p}{q'}$	A'	—
		Sq. in.	
Prandtl.	·25	3·50	For $p=24000$.
"	·42	5·88	For $p=13571$ from formula $p=16000-70\frac{l}{r}$
Engesser	·32	7·04	For all values of p.
Prichard	·27	3·78	" "
"Modern framed structures"	·12	3·36	For all values of p, straight line formula.
" "	·0535	1·50	For all values of p, Rankine's formula, $c'=18000$.
" "	·0267	·75	For all values of p, Rankine's formula, $c'=36000$.
Keelhoff	·12	2·64	For all values of p.

The following list shows the value of $\frac{q-p}{p'}$, in chord A 9-L adjusted by multiplying the original values by the factors $\frac{2}{\pi}$ and 2 where necessary, for use in the formula

$$A'=k\,A\,\frac{2}{l}\,\frac{2\,r^2}{d}\,\frac{q-p}{q'}$$

Prandtl:	$\frac{q-p}{q'}=$ ·25 $p=24{,}000$
"	" = ·42 $p=13{,}571$ from $p=16{,}000-70\frac{l}{r}$
Engesser:	" = ·50 for all values of p
Prichard:	" = ·27 "
'Modern Framed Structures'	" ·24 for all values of p straight line formula
"	" = ·1070 for all values of p Rankine's formula
"	" = ·0535 " "
Keelhoff:	" = ·19 for all values of p

The practical formulae thus give values for the net section of a lattice bar in chord A 9-L ranging from ·75 sq. ins. to 7·04 sq. ins.

The rule in 'Modern Framed Structures' is capable of giving values ranging from ·75 sq. ins. up to 3·36 sq. ins.

The range of values is even more indefinite than the numerical values indicate, depending as it does on the varying opinions regarding the values to be assigned to the constants of the column formulas.

It is evident that the number of rivets necessary to develop the values of the larger sections given above would make the use of lattice bars impossible. Cover plates and horizontal diaphragms would be required.

The value of $\frac{l}{r}$ for the outer web in chord A 9-L is 44, and for the column as a whole, 34·7. This is not good design as the first value ought to be less than the second.

The latticing between the centre webs is inefficient. Intermediate latticing should have been used on these webs. One of the bars between the centre webs in every panel on the upper face of the chord A 9-L has a net section of only 1·15 sq. ins. at the centre and 1·5 sq. ins. for a length of about 4 inches, whereas between the centre web and the outside web the section is 2·48 sq. ins.

The bending moments and shears in the webs, the bending moments in the latticing and the compressive stresses in the latticing due to the load on the column have not been considered in this discussion. The theory of the design of latticing has been discussed on the assumption that the curvature in the column under load is negligible, as it ought to be.

When appreciable bending occurs, the total transverse shear is still given by the formula $S = P\ \theta$. On the other hand, when the curvature of the axis of the column varies from point to point, the longitudinal shear S' will not be as great in comparison with S as if the column remained straight, on account of part of the transverse shear being balanced by the resistance to bending of the webs taken individually. Only the difference between these actions is thrown into the latticing and represented by S'.

A method of dealing with the shears which in some respects is simpler than that adopted might have been used. This simpler method is based on the assumption that the small bending stresses at the ends of the webs in a panel of latticing, due to the assumed unity of the column, may be neglected. In this case q will denote the average unit stress in the outer web under eccentric loading and not the extreme unit stress in this web. This method has indeed been partially applied in this appendix. The results do not differ appreciably from those of the general method adopted.

Failure of lower chord A 9-L.

In discussing this failure the original conditions will be assumed to hold, that is $S' = \cdot 54\ S$ and $\cdot 45\ S$ between the inner webs and between the inner and outer webs respectively. It is possible that these two values were closer together owing to the working loose of the latticing between the inner webs.

Assume P = the load at the time of failure = 14,000,000 lbs. and $P' = 50{,}000$ lbs., a load sufficient, according to experiments made at Philadelphia, to cause slow movement and rivet slip,

$$\text{then } S = \frac{50{,}000}{\cdot 54} = 92{,}592$$

$$\text{Now } S = P\ \theta$$

$$\therefore\ \theta = \frac{S}{P} = \frac{92592}{14{,}000{,}000} = \cdot 0066$$

Thus if the obliquity = ·0066 existed under a load $P = 14{,}000{,}000$ pounds, the chord would gradually go to destruction.

The measurements made by Messrs. Birks, McLure and Kinloch on August 27th, 1907, show when averaged up for the four webs, a deflection of the chord as a whole of 1¾ inches at the point between the second and third lattice panels from the south end. Since no measurements were made to determine the position of the axis of the chord from panel point to panel point it is impossible to state the real deflection of the chord, and the only assumption which can be made is that it is represented by the above amount.

It is not possible to state why the maximum deflection took place at the point mentioned. There may have been an original deflection of small amount there, a defect in workmanship or a local injury from the fall mentioned in Appendix No. 11.

The accompanying buckling of chords 8 R and 9 R cantilever arm, shows that the failure itself was not accidental, although it may have been localized by defects or accident. The Philadelphia tests show that slip in the lattice system would have

commenced with an obliquity less than one-half of that obtained above and it is possible that the first movement was caused by a combined stress due to a small initial obliquity and to the shortening of the chord under stress.

It is hardly necessary to note that, owing to the form taken by the chords, partial failure in the lattice system must have preceded any failure in the web system.

If now it be assumed that the chord had an original deflection of $\frac{1}{2}$ inch at the place in question, the inclination of the axis of the chord in the first panel of latticing will be found to be $\frac{\cdot 5}{191} = \cdot 0026$ which is greater than in any other panel. To make up the required obliquity of $\cdot 0066$ it will therefore be necessary to assume that the direction of the load originally had an obliquity of $\cdot 0066 - \cdot 0026 = \cdot 0040$ to the axis. This would be equivalent to $2\frac{3}{4}$ inches in the length of the chord, probably due to an eccentricity of about $\frac{1}{2}$ inch to the east at panel point 8-9 and $2\frac{1}{4}$ inches to the west at panel point 9-10.

From the discussion given in this appendix and from the results obtained in the test of model chord No. 1, it is not difficult to see that failure was certain and close at hand on August 27th. The evidence shows that the increase of obliquity which created this danger condition took place between August 24th and August 27th.

On August 27th the curvature was such that the line of load which would give the least maximum obliquities in the chord had an eccentricity with regard to the centre line adopted for the measurements towards the west of $1\frac{3}{4}$ inches at panel point 8-9 and $\frac{3}{4}$ inches to the east at panel point 9-10, equivalent to an inclination of $\cdot 004$. As this line of load gives minimum lattice stresses we assume it, for the purposes of this investigation, to be the true line of load. The inclination of the axis of the chord in the first panel of latticing at the south end with reference to the same centre line was about $\cdot 016$, thus making the obliquity of the line of load in this panel about $\cdot 016 - \cdot 004 = \cdot 012$.

The question now occurs how was it possible that the chord could sustain an obliquity of $\cdot 012$ when an obliquity of $\cdot 0066$ was sufficient to strain the lattices to the danger point?

If the chord had remained straight, an obliquity of $\cdot 0066 \times \frac{60000}{50000} = \cdot 0079$ would have caused immediate failure.

In reply it may be said, as has already been pointed out, that the consideration of the bending moments in the individual webs accompanying the bending of the chord, the bending moments in the latticing, the compressive stresses in the latticing due to the load on the columns &c., &c., has heretofore been omitted. Of these the first appears to be the most important and its effect in aiding the lattice system may be estimated as follows:—

Let M denote the increase in the bending moments of the outer web in the first panel of latticing at the south end of the chord, M' the corresponding quantity for the inner web,

$$\text{then } 54 \cdot 36\ S' = 69\ S - 2\ (M + M')$$

$$\therefore\ S' = \frac{69\ S - 2\ (M + M')}{54 \cdot 36}$$

the length of this panel being 69 inches.

Now the chord in the length of the first two panels of latticing, viz., in 142 inches has a central deflection of $\frac{1}{4}$ inch. The radius at the middle point may thus be computed approximately. The resulting value is $r = 10{,}000$ ins. The true radius may be less than this as the web was probably nearly straight next the cover plate with increasing curvature towards the point of greatest deflection. It is even possible that there was a point of contraflexure near the edge of the cover plate.

Now

$$M = \frac{E\ I}{r} = \frac{30{,}000{,}000 \times 366}{10{,}000} = 1{,}098{,}000 \text{ inch pounds}$$

$$M' = \frac{E\ I'}{r} = \frac{30{,}000{,}000 \times 239}{10{,}000} = 717{,}000 \text{ inch pounds}$$

From what has been said with reference to the change of curvature along the length of the chord, it is not unreasonable to assume that the above bending moments represent approximately the increase of bending moment in the length of the first panel of latticing *i.e.*, in 69 inches from south to north.

Thus

$$2\ (M + M') = 2\ (1{,}098{,}000 + 717{,}000) = 3{,}630{,}000$$

$$\therefore S' = \frac{69\ S - 3{,}630{,}000}{54 \cdot 36}$$

Now

$$S = P\ \theta = 14{,}000{,}000 \times \cdot 012 = 168{,}000$$

$$\therefore S' = \frac{69 \times 168{,}000 - 3{,}630{,}000}{54 \cdot 36} = 146{,}468$$

$$\text{And } P' = \frac{1 \cdot 4}{4} S' = \cdot 35 \times 146{,}468 = 51{,}264 \text{ pds.}$$

Thus on account of the resistance to bending of the individual webs, the obliquity ·012 will produce a stress in the lattice bars of about 51,264 pounds, whereas had the webs remained straight, an obliquity of only ·0079 would have destroyed the lattice bars.

In the tension experiments described in Appendix No. 15 on lattice bars like those used in the Quebec bridge the breaking values of P' were 60,100, 59,800 and 59,500 pounds.

In the above calculations the compressive stresses in the lattice bars due to the compression of the chord as a whole have been neglected.

The above explanation of the failure of this chord under three-quarters of its maximum working load contains assumptions which render it only tentative. It indicates the dangerous effects of even small obliquities and deflections on the safety of a chord with weak latticing. It is quite probable that the obliquity was in great measure due to movements at the field joint in panel 9-L, which was riveted up, and at the field joint in panel 10-L which was being riveted up at the time of the collapse. In fact all the troubles in the lower chords of both anchor and cantilever arms which developed after August 6, 1907, seem to be partly attributable to movement at the field joints. These movements were noticed principally in the inner webs, which have much less horizontal stiffness than the outer webs. These webs were intended to carry the same unit loads as the outer webs, and yet at the field joints they were connected to the cover plates with only half as many rivets, the small web angles used not permitting more. The outer webs with heavy angles and fairly effective latticing seem to have stood up under the stresses—the small angles and inefficient splicing and latticing of the inner webs allowed them to yield, thus disturbing the intended action at the field joints and panel points and giving opportunities for unforeseen eccentricities of loading. Heavier angles on the centre webs under the cover plates, heavier splicing and heavier top and bottom cover plates would have added much to the efficiency of the joints.

An important function of cover plates is that they maintain the webs or ribs at their proper distances apart, but in erection, the bottom cover plate was taken off during the riveting up of the joint, and was replaced by small angle bars which were entirely too slight to perform the function of the cover plate. This is shown by the fact that a much greater movement was noticed at the bottom of the centre webs than at the top.

See Drawings Nos. 25, 26, 27, 28, 29 and 30.

TEST OF MODEL CHORD NO. 1.

Made at Phœnixville by the Phœnix Bridge Company, November 21, 1907.

This chord was essentially a model of chord A 9-L, Quebec bridge, between panel points. It had, however, no field joint. Its dimensions were one-third of those of chord A 9-L. (See Drawing No. 22.) It broke without warning under a load $P =$ 2,322,600 lbs., by the failure of the outside lattice rivets.

The ultimate shearing value of one rivet was 4000 lbs. The lattice angle was connected with the web by two rivets.

From the foregoing formulas therefore

$$S = \frac{P'}{k} = \frac{8000}{\cdot 45} = 17{,}778 \text{ pounds.}$$

$$\theta = \frac{S}{P} = \frac{17{,}778}{2{,}322{,}600} = \cdot 0077$$

The obliquity of the load which caused the failure was thus ·0077, subject to correction for error of calibration of the testing machine.

TEST OF MODEL CHORD NO. 2.

Made at Phœnixville by the Royal Commission, January 18, 1908.

The test of chord No. 1 showed that the lattice system was too light, but gave no indication of the ultimate strength of the column if properly latticed. The capacity of the Phœnix Iron Company's machine was not sufficient to permit a complete test of this kind. In order, therefore, to get results, a chord with only two webs was constructed. The dimensions of the webs were one-third of those of the outer webs of chord A 9-L. (See Drawing No. 23.)

The lattice system, however, was made about twice the strength of that in Model Chord No. 1 and the length of the model was only $11' - 4\frac{1}{4}''$ c. to c. of pinholes. The lattice bars were connected to the web by four rivets instead of two.

This chord fulfilled the expectations of the Commission and broke under a load of 37,000 pounds per square inch by the yielding of the webs in the centre panel.

From what has been said it is evident that this experiment did not settle the question of the strength of the latticing. Stronger latticing might have been required in good design. The proper inference is that the obliquity was too small to break the latticing, so that the full strength of the webs was nearly, if not quite, developed.

Since the inside webs of the Quebec chords are less stiff than the outer webs, it seems to be a fair inference that 37,000 lbs. per square inch is higher than the strength of the Quebec chord would have been, even if properly latticed.

Some allowance also must be made for the higher strength and elastic limit of the small plates and angles used in these models as compared with those in the bridge.

There is doubt as to the correctness of the calibration of the testing machine, so that the above figures are subject to correction. In the tests of both models, the dishing of the webs between the upper and lower lattice systems was small and only careful measurements rendered its existence apparent.

See Drawings Nos. 21, 22, 23 and 24.

In concluding this appendix, some brief comment is necessary upon two points, viz: (1) The use made by Mr. Szlapka of the information existing in 1903 respecting the design of latticing and (2) the application in practice of the theoretical formula given in our discussion.

(1) The use made by Mr. Szlapka of the information existing in 1903 respecting the design of latticing. It has been admitted by Mr. Cooper that he failed to give the design of the lower chords the degree of personal atten-

tion that he gave to the details of the tension system. The foregoing discussion shows that even at the present time theories of lattice design are seriously in conflict and the strength of any lattice system will vary materially according to the formula adopted. Mr. Szlapka used, with his own modifications, the only system of lattice computation generally known to American engineers. This method involved the choice of a column formula from which to determine certain quantities necessary in the lattice computations. Mr. Szlapka selected the column formula adopted by his own company, and used the constants for it that, in his judgment, were most in keeping with the conditions of the case and in best accord with the spirit of the specification. He made what he considered a liberal increase in his adopted sections over what his computations called for. The result has shown that his judgment was faulty, but we are not prepared at this date to define the minimum safe sections for the latticing for these chords. The profession has learned much from Mr. Szlapka's mistake, but it is not yet in a position to determine the percentage of his error. The lattices of model chord No. 2 were proportionately only 50 per cent heavier than those used on the Quebec chords and yet they did not fail until the webs yielded. We have indicated in the discussion that Mr. Szlapka's attention would soon have been drawn to the weakness of the theory by which he was guided, had he made any study of the results given by that theory with different assumptions. No explanation, except the previous uniform success of compression members in service, can be offered for his failure to do this.

(2) The application in practice of the theoretical formulas given in our discussion depends upon our ability to select values of q and p suitable to the detail of construction in the special column under consideration. The values of p are determined in practice by the use of column formulas, but no one contends that the range of the tests upon which these formulas are based is sufficiently extensive to cover all the conditions that affect column strength; the formulas are simply accepted as the best guide that we now have. It is evident that by experience values of q and p may be gradually determined which will make it possible to design latticing that will be unquestionably safe and not unnecessarily heavy. We may here point out that great compression members, such as the Quebec bridge chords, call for just as much individual study in design as an ordinary small bridge, and that any specification for such members should give reasonable latitude for the exercise of judgment by the designing engineer.

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APPENDIX No. 17.

A COMPARISON OF THE DESIGN FOR CERTAIN CHORDS OF THE QUEBEC BRIDGE WITH THOSE FOR SIMILAR MEMBERS OF OTHER GREAT CANTILEVER BRIDGES, ILLUSTRATED WITH OUTLINE DRAWINGS OF THE BRIDGES AND COPIES OF THE SHOP DRAWINGS OF THE CHORDS.

The outlines of six great cantilever bridges are shown on drawings Nos. 31 and 32 and detail plans of the lower chord construction adopted for each bridge, on drawings Nos. 34, 35 and 36.

The position of the chord selected is shown in each case on the outline drawings, except for the Forth bridge; the detail drawing for this bridge is simply a sketch plan showing the general make-up of the main compression members.

In the attached table we introduce for use in comparison, an example giving the dimensions of an ordinary bridge post of the two channel type, the figures being taken from Professor Burr's 'Elasticity and Resistance of the Materials of Engineering.' These dimensions are more or less typical of those latticed columns that have been used in bridge construction with such success during the last twenty-five years; the details of such columns are now designed entirely by practical rules.

It will be noted that the Forth bridge chord is in a class by itself. It is not a latticed section but may be regarded as a solid section built up out of separate plates. No criticism touching the practical success of this design has ever been made, but it is not a class of construction that could be adopted by an American bridge company without making material changes in its shop equipment and methods of handling its business. We have, however, noted in Appendix No. 18 that the work of the Forth bridge designers is worthy of careful study.

The examples taken from American practice may be divided into three groups:—

(1) Chords of the ordinary two channel type which reaches its maximum development in the Monongahela design.

(2) Chords of the four channel type latticed into one column as adopted for the Memphis and Quebec bridges.

(3) Chords of the four channel type, latticed into two columns which are made to act together by means of tie-plate connections.

This type was adopted for the Thebes and Blackwell's Island bridges.

In the following table we give the principal dimensions of the chords shown on the drawings.

TABLE OF CHORD DETAILS PREPARED FROM DRAWINGS NOS. 34, 35 AND 36.

Bridge.	Area of cross section.	Area of latticing in a section (measured at right angles to lattice axis.)	Area of rivets connecting lattices cut by section to outside web (one end only.)	Length of chord = l.	r in plane parallel to latticing.	l ÷ r.	Weight of plain section per lin. ft.	Weight of latticing per lin. ft. of chord.	Depth of chord back to back of web angles.	Width of chord out to out of web plates.	Section of horizontal splice plates.	Section of vertical splice plates.
	Sq. ins.	Sq. ins.	Sq. ins.	Ft. Ins.	Ins.		Lbs.	Lbs.	Ft. Ins.	Ft. Ins.	Sq. ins.	Sq. ins.
Quebec	781	10	4·8	57 0 3/32	19·7	35	2,603	66	4′ 6½″	4 9⅜	68	212
Memphis	213	10	4·8	28 2 23/32	14·8	23	710	48	2 6¼	3 2	46	230
Blackwell's Island	852	25	4·8	31 6 15/32	22·0	17	2,840	144	4 0⅜	5 3⅝	80	187
Thebes	189	11¼	4·8	30 6 3/32	20·1	18	630	78	3 0⅜	4 4⅝	80	70
Monongahela	262	14⅜	7·2	30 6 1/32	25·4	14	873	82	3 0⅜	4 1	74	164
"Burr"	35	3⅜	1·2	45 0	6·5	83	118	20	1 6	1 0¾	..	....

NOTE.—The horizontal stiffness of the inside ribs of the Quebec bridge chords is less than that of the outside ribs, which is not the case in any of the chords of the other bridges. (See also table in Appendix No. 18.)

It is almost impossible to find any common basis for a comparison of these chords. It must be remembered that latticing is often uniform in size in members on the same bridge doing similar service, but having different loads and cross sections. Thus in the Quebec bridge A 9-L had an area of 781 square inches and A 1-L an area of 301 square inches, yet both members had about the same outside dimensions in cross section, and the same latticing. Therefore as the chords selected for the drawings are not the most heavily stressed chords in the respective bridges, comparison by proportion of lattice to main sections would be unfair. In fact we may say that the drawings given are only typical.

A theoretical comparison between the lattice systems of the different columns might be made by using any one of the various formulas given in Appendix No. 16, but we have already pointed out that no one of these formulas is generally accepted by the profession. There are so many causes of variation in the strength of built up chords of equal area which are not provided for in these formulas that comparison by calculation does not appear to be satisfactory.

Referring to the table it will be noted that the Quebec chord has considerably less horizontal stiffness (see values of $\frac{l}{r}$), less lattice area, less rivet area, and less splice plate area in proportion to the size of the members than any of the earlier bridges. It should be remembered also that the unit stresses for the Quebec bridge were higher than those of the earlier bridges. It will be noted that the earlier designers considerably overran 15 per cent or 20 per cent of splice plate area. This is also true of the Quebec bridge chords, but not to the same extent. Mr. Szlapka states (*see Evidence*) that splice plates having an area of cross section equal to 15 per cent or 20 per cent of the cross section of the member would be satisfactory.

The development of the detail plans of the Blackwell's Island bridge was contemporaneous with that of the Quebec bridge plans; the Quebec designers had not access to the Blackwell's Island plans. In fairness to the Quebec bridge designers, however, it should be pointed out that in the Blackwell's Island bridge the proportions of many of the details are much more nearly in accord with Quebec bridge practice than are those of the earlier bridges, although the principles of the designs are very different.

A consideration of the difference in the designs on drawings Nos. 34, 35 and 36, all of which have been prepared under the direction of engineers of recognized ability and high professional standing, shows that there is as yet no established system of design for large compression members. The individual judgment of the engineer is the determining factor, and this may prove to be erroneous as it did in the case of the Quebec bridge.

The lack of precise knowledge on this subject has been discussed in other appendices.

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APPENDIX No. 18.

A CRITICAL DISCUSSION OF CERTAIN PARTS OF THE SPECIFICATIONS.

The Quebec bridge was designed to meet the requirements of the specifications approved by the Dominion government in 1898 and amended in 1903. The method adopted by the company to procure tenders was to issue a general specification and to call upon contractors to prepare plans in accordance therewith.

Considering all the conditions pertaining to the undertaking the adoption of this method was not in the best interests of the work. The company was known not to have the capital necessary to immediately proceed with construction, and the preparation of complete preliminary plans would involve a large outlay. The evidence and documents show that the preliminary plans submitted with the tenders were incomplete; this was as might have been expected, as the several contractors who tendered for the work had little assurance that they would get any return for their expenditure of time and money.

Specifications as a rule consist of two distinct portions, one of which relates to design and the other to fabrication, material and execution. In the case of the Quebec bridge, the difficulty of preparing an adequate specification for design was very great. It would have been better to have entrusted the preparation of the plans and specifications to engineers independent of any contracting or manufacturing company, whose previous experience qualified them to handle the work. This course would have avoided duplication of designs involving expensive plans and would have prevented the letting of a contract on incomplete plans formed upon erroneous data; the engineers would have made a proper and sufficient study of the whole project, and in due time competitive tenders upon their plans would have been secured, thus enabling all contractors to tender on a common basis. The privilege of submitting independent plans might have been extended to the bidders. The reason for not following this course is explained by Mr. Hoare in his evidence.

The procedure as outlined above would have been applicable to an enterprise which involved so many new problems and the application of existing knowledge on so large a scale and which demanded the continual exercise of sound judgment.

An error of judgment made by the Quebec Bridge Company was the selecting of an engineer who did not possess the necessary special knowledge and experience to prepare the specification (see Appendix No. 7). It is true that this specification was considered to be only tentative, drawn up for the purpose of procuring preliminary tenders, but its history and importance cannot be overlooked. (See Appendix No. 6.) It became the basis of the contracts between the Quebec Bridge Company and its contractors, was approved by the government engineers, and was an essential part of the subsidy agreement whereby the Dominion government undertook to pay the Quebec Bridge Company on certain conditions, one million dollars (Exhibit 12).

The specification itself (Exhibit No. 21), herein called the 1898 specification, was for the most part a copy of a specification issued by the Department of Railways and Canals in 1896; there is nothing in its wording to indicate that the Quebec bridge was an exceptional structure and without precedent or that the propriety of applying to this structure other than the usual clauses in bridge specifications was carefully considered.

We do not think that any engineer would be justified in writing a specification without consulting freely those specifications most used in practice; specifications are in fact the statement of the provisions that engineers have in the past been forced to make in order to secure satisfactory results, and each succeeding revision is the outcome of experience. Such compilations are necessary and cannot be dispensed with, but this fact does not justify an engineer whose special experience has not fitted him to judge of the importance of vital clauses, in revising and rearranging them. The danger in so doing lies in the fact that a clause necessary and useful in one specification may not be applicable under other conditions, and opinions on such matters are valuable only from men of special qualifications. Errors arising from the compilation of specifications by experienced men are by no means uncommon. Mr. Cooper recognized this and so revised the specifications of 1898.

In regular bridge practice the specification is of importance particularly because an American bridge works is a factory for turning out structural steel fabricated in accordance with plans prepared in the drawing office attached to the works. This drawing office is a part of the factory, and in it, as throughout, efficiency is obtained by standardizing and duplication; the drawing office staff consists of a number of well trained computers and draughtsmen whose duty it is to prepare the shop drawings for the work and who are under the control and direction of a designing engineer. Details are designed in accordance with the specifications furnished by the purchaser, except under circumstances when shop equipment requires some deviation to be made to secure facility of manufacture. It is not a part of the duty of the drawing office staff to question the wisdom of the requirements of the specification, nor could the progress of work throughout the factory be satisfactorily maintained if it should attempt to do so.

The evidence shows that the Phœnix Bridge Company followed this usual practice in the preparation of the Quebec bridge designs.

In 1903 it became necessary to design the main spans of the bridge and the 1898 specification was amended by Mr. Cooper, it having been understood ever since 1900 that it would be amended and altered. The history relating to the adoption of these amendments is given in Appendices Nos. 3 and 6.

Mr. Cooper did not recognize these amendments as complete and final, and considered that he had the power to deal with each problem of design as it arose, and he exercised this power when he thought it necessary. The designing of the main span was left to Mr. Szlapka, Mr. Cooper having approved the specifications and no one questioned any decision that these engineers made. The work was done under the immediate direction of Mr. Szlapka.

Before discussing the specification, it will be well to contrast some of the main features of the Quebec bridge with those of other cantilever bridges and the following table is inserted for this purpose:—

INFORMATION CONCERNING GREAT CANTILEVER BRIDGES.

7-8 EDWARD VII., A. 1908

INFORMATION CONCERNING

Name.	Date of Construction.	Designer.	Contractor for Superstructure.	Span.	Width C. to C. Trusses.	Live Load per Lin. Foot.
				Feet.	Feet.	Lbs.
Forth.....	1882-1889	Baker & Fowler...	Wm. Arrol & Co..	1,710	Varying, lower chord 31½ at ends to 120 at piers.	Double track Ry. 2,240 lbs. per track.
Memphis.....	1886-1892	Geo. S. Morrison .	Union Bridge Co..	790	30	Single track Ry. 4,000 lbs. per track.
Monongahela .	1902-1903	Boller & Hodge...	American Bridge Co.	812	32	Double track Ry. 4,500 lbs. per track.
Thebes.....	1902-1905	Noble & Modjeski.	American Bridge Co.	671	32	Double track Ry. 5,000 lbs. per track, less 20 p.c.
Blackwell's Island.....	1901-1908	Dept. Bridges New York City.	Pennsylvania Steel Co.	1,182	60	Roadway and trolley ordinary 8,000 lbs. congested 16,000 lbs.
Quebec.....	1900	Phœnix Bridge Co.	Phoenix Bridge Co.	1,800	67	Double track Ry., roadway and trolley 4,000 lbs. per track. For extreme conditions mult. 1½.

GREAT CANTILEVER BRIDGES.

Ultimate Strength for Steel Unit 1,000 lbs.	Approx. Weight of Steel in Short Tons per Lin. Ft.	Price of Structural Steel per Lb. Cts.	Working Stresses—Lbs. per sq. inch.	Allowed Shear on Rivets—Lbs. per sq. inch.
Compression, 76-83. Tension, 67-74.	10½	6·50	Max. stresses, Compression, 17,000. Tension.....16,350	About 12,000
Compression, 69-78½. Tension, 66-75.	3½	5·88	Compression, 14,000, if $l < 16d$,—deduct 750 lbs. for each additional unit over 16 in $\frac{l}{d}$; tension for dead load, 20,000 ; tension live load, 10,000.	7,500
Compression, 60-70. Tension, 63-75.	4½	4·3	Compression dead load, 21,000 where $\frac{l}{r} < 40$. Tension dead load, 22,000. Take one-half in each case for live load.	10,000
62-72.	5	*5¼	Compression dead load, 21,000 if $\frac{l}{d} < 16$. Tension, 20,000. Take ½ in each case for live load.	7,500
Compression, 60±4. Tension, 66±4. Nickel steel eyebars, 85.	13½	*5⅝	Compression, ordinary, $20,000 - \frac{l}{r}$; congested, $24,000 - 100\frac{l}{r}$ Tension, ordinary, 20,000 ; congested, 24,000. Tension for nickel steel, ordinary, 30,000 ; congested, 39,000.	Ordinary, 13,000 Congested, 16,000
Compression, 60-70. Tension, 62-70.	13	5·60	Compression, ordinary, $12,000\ (1 + \frac{\text{Min.}}{\text{Max.}})$; extreme, 24,000 ; both for $\frac{l}{r} < 50$. Tension, ordinary, $12,000\ (1 + \frac{\text{Min.}}{\text{Max.}})$ Extreme, 24,000.	¾ working stress =18,000 extreme.

* Not official.

It is not possible to set forth all the facts in a table with sufficient minuteness to justify the making of complete comparisons, as many qualifying clauses and special conditions are necessarily omitted. Three items of interest may be noted in the table:—

(1) Only the Forth bridge is at all comparable with the Quebec bridge in regard to span.

(2) Only the Blackwell's Island bridge is comparable with the Quebec bridge in regard to unit stresses both for main members and for details.

(3) All the bridges included in the table were designed by independent engineers except the Quebec bridge.

In this connection we must express the opinion that it is difficult for the employees of a large manufacturing concern to give the design of a bridge of unique features the concentrated attention that it requires.

With regard to precedent only the Forth and Blackwell's Island bridges involved anything like the same total stresses as the Quebec bridge. The design and construction of the Blackwell's Island bridge was contemporaneous with the Quebec bridge.

The Forth bridge was built on a system not suited to the established American methods of bridge construction, so that its distinctive features of design, construction and erection were not followed. It is proper to add that the achievements of the Forth bridge engineers deserve much closer study than appears to have been given to them on this continent. Messrs. Baker and Fowler succeeded in erecting a structure which weighs considerably less per lineal foot than the Quebec bridge and which is designed to carry about one-half the rolling load and several times the wind load specified for the Quebec bridge. The main compression chords of the two bridges are of practically equal area, but the material in the Forth bridge is of a considerably higher ultimate strength than that used in the Quebec bridge, the unit stresses are less and the design of the cross section of the chords is such that they should be able to carry a greater unit stress with safety. On great bridges these are factors to be observed and it is to be regretted that the stress sheets and full engineering studies in connection with the Forth bridge have not been published.

It is evident that the designers of the Quebec bridge were compelled to work from experience gained on much smaller bridges.

In discussing the specification we deal not only with the clauses immediately connected with the downfall, but with others that were not in our judgment calculated to ensure a safe and satisfactory structure.

The specification is here understood to mean the 1898 specification as amended in writing by Mr. Cooper.

As a document the specification is unsatisfactory, some of the clauses having been amended by Mr. Cooper, some set aside in favour of his well known and generally accepted standard specification and some remaining in force with a context that altered their meaning. No general or complete revision of the specification embodying Mr. Cooper's amendments was ever compiled.

As a matter of fact although the 1898 specification was retained as the official specification and much of the work done in accordance with it, we believe that Mr. Cooper depended upon his own inspection of the plans under the revised specifications to secure satisfactory details. His opinions upon most debatable questions of design were well known to the staff of the Phœnix Bridge Company, which had previously designed and built many structures under his direction and was accustomed to his methods. It is on record that the Phœnix Bridge Company requested Mr. Cooper to set aside the 1898 specifications altogether and to substitute for them his own standard specifications.

A complete bridge specification must set forth the character of the material that is to be used, the loadings that are to be carried, the stresses to be permitted in the members and provisions concerning details, fabrication and erection to be observed; in fact everything essential to the proper carrying out of the work as intended.

The 1898 specification for material was used without alteration except in one particular, Mr. Cooper having raised the minimum limit for the ultimate strength of eyebar material from 60,000 lbs. to 62,000. The metal specified was the ordinary grade of structural steel.

It will be noted by reference to the table that the Quebec bridge specification called for material of slightly lower ultimate strength than that used in any of the other bridges while the bridge itself had the longest span of all. The need of a better material than structural steel for the construction of long span bridges is generally recognized, because the decrease of total weight and consequently of cost in a large truss with increase of permissible unit stress is very rapid. In the Quebec bridge the dead load stresses constituted roughly two-thirds of the stress on the main members.

The designers of the other two great bridges introduced special grades of steel so that high unit stresses could be safely used. The Forth bridges engineers were not permitted to load their metal to more than one-fourth its tensile strength, and for compression, used a steel of about 25 per cent stronger than that supplied for Quebec. Nickel steel with a permissible unit stress 50 per cent higher than allowed on material in the same bridge and similar to that used at Quebec was introduced into bridge practice by the Blackwell's Island bridge engineers. The use of this alloy as a structural material was investigated and favourably reported upon in 1903 by a special commission of which Mr. Cooper was a member.

It was Mr. Cooper's opinion that it was wiser to use the ordinary grade of metal for the Quebec bridge and to load it to the highest working stresses that were considered practically safe.

ELASTIC LIMIT.

We do not know whether Mr. Cooper in his amendments intended the term 'elastic limit' to mean the elastic limit of a test specimen or of a full sized member. There is also some uncertainty as to the true meaning of the term 'elastic limit,' which is unfortunate as the maximum working stresses specified are made to depend upon this characteristic of the material.

The 'elastic limit' accepted by bridge designers as a controlling factor in their work cannot be determined by the method prescribed by the 1898 specification, and yet this method (the drop of the beam) was used. Both Mr. Cooper in his standard specifications and the engineers for the Blackwell's Island bridge provide for a much closer determination of this characteristic. In reality the determination is a delicate and time consuming process for a research laboratory and impossible under the conditions existing in a rolling-mill; to such an extent is this true that it is not called for in the carefully prepared specification issued by the American Railway Engineering and Maintenance of Way Association in 1906. The principle apparently followed in the latter specification is that mill tests are sufficient for mill purposes and that the true elastic limit can be most safely obtained by proportion from the ultimate strength. The assumption generally made is that the true elastic limit for structural steel is about 50 per cent of the ultimate strength.

The material actually supplied for the bridge was regularly tested and a comparison between its probable elastic limit and the 32,000 lbs. per sq. in. apparently expected by Mr. Cooper, is possible. The full size eyebar tests, a record of which will be found in Exhibit 86, show that the metal in service shape had a safe ultimate strength not in excess of 55,000 lbs. per sq. in. and a reported elastic limit of 28,000 lbs. per sq. in. These tests were made on long bars in the Phœnix Iron Company's large testing machine and the results might be reduced by calibration of the machine and closer observation of the elastic limit. It will be noticed that the proposed extreme working stresses (24,000 lbs. per sq. in for the Quebec bridge were nearly equal to the elastic limit of the eyebars.

The elastic limit in compression was assumed in accordance with the usual practice to be the same as that in tension. An examination of the voluminous test

records (Ex. No. 28) shows that an ultimate strength in excess of 60,000 lbs. per sq. in. was not regularly secured, so that, accepting the 50 per cent relation mentioned above, the elastic limit in compression becomes 30,000 lbs. per sq. in. It should be noted that these tests were made on specimens of about one-half of one sq. in. sectional areas. The compression members were built up of wide thin plates riveted together into webs. We know of no test that has ever been made to establish the relation between the strength and elastic limit of such plates and those of small test specimens, nor do we know what effect the punching, riveting and painting have on the material in the webs as compared with the solid plate. It was noted at the wreck that the paint between the plates of members that had been fabricated for over three years was still fluid. From the analysis of full-sized tension tests we think it possible that the elastic limit of the plates in the compression members was not much above 27,000 lbs. per sq. in. instead of 32,000 lbs. as apparently assumed.

UNIT STRESSES.

The maximum unit stresses that Mr. Cooper proposed to use were about 21,000 lbs. per sq. in. under ordinary loading and 24,000 lbs. per sq. in. under extreme conditions. He considered that the extreme conditions as specified would never occur.

By reference to the table it will be seen that the specified stresses for the Quebec bridge under working conditions are in advance of currnt practice and we believe that they are without precedent in the history of bridge engineering. Under extreme conditions the Quebec bridge stresses are in general harmony with those permitted in the Blackwell's Island bridge.

We have already indicated that the dimensions of the Quebec bridge were such that the use of the highest safe unit stresses was justifiable and good engineering practice. If we were sure that the loads were correctly estimated, that the stresses acted in the bridge exactly in accordance with the assumptions and that the elastic limit of the built-up members was not less than 32,000 lbs. per sq. in, 24,000 lbs. per sq. in would not be an unsafe stress for structural steel, provided that the material is regular in quality and the details satisfactorily worked out to suit such a stress.

Mr. Cooper provided for the effect of live load by the use of the so-called fatigue or $\frac{\text{min}}{\text{max}}$ formula. This method which was formerly much used has more recently been abandoned in general practice and is not adopted by Mr. Cooper in his standard specifications. In the hands of an experienced engineer this method will be made to produce much the same results as the more modern impact formulas. We do not know why this formula was used in this case, except that it was adopted by Mr. Hoare in 1898 from the 1896 specifications of the Department of Railways and Canals and was probably retained in 1903 for convenience.

Mr. Cooper adopted the ordinary straight line formula for compression members making the dead load unit stress equal to $(24{,}000 - 100\ \frac{l}{r})$ lbs. per sq. in. We have already indicated in Appendix No. 13 that this formula is purely empirical and does not agree particularly well with the recorded tests upon large columns. It is the most generally accepted formula of practice, but we do not believe that the engineering profession has at present a satisfactory knowledge of the action of large steel columns.

There is a wide field for experiment which must be worked over before engineers can claim to have a sufficient knowledge of steel to design both safely and economically, and perhaps the most serious criticism of the structural engineers of the present day is that they have permitted this field to remain undeveloped for twenty-five years' dur-during which time they have adopted a new metal for their work and new shapes and sections.

We think that in popular engineering opinion the ultimate strength of steel columns is largely over-estimated, the diagram on drawing No. 20 indicating that for

the Quebec chords it was not safe to expect an ultimate strength in excess of 32,000 lbs. per sq. in. so that under the extreme conditions specified the margin of safety would only have been one-third.

This is a point on which current engineering practice is open to direct criticism. The older engineers, upon the results of whose experiments the profession is now depending, did not think of loading metal in compression to the unit stress used in tension because they recognized that the ultimate unit strength of members in compression was far less than that of members in tension.

The later school of engineers seems to have adopted the principle that the action of bridge members under stresses in excess of the elastic limit is a matter of indifference as they will never be so stressed. The action within the elastic limit being practically the same under both conditions, they adopt the same working stresses in tension and in compression. Their practice has been attended with complete success, but this may be attributed to the fact that the material has ordinarily not been stressed to much above half the elastic limit.

Under the Quebec bridge conditions, where high working stresses were imperative, the wisdom of the practice of loading in compression as heavily as in tension becomes questionable. We believe that in no great public structure should stresses be permitted in excess of one-half of the ultimate strength of any compression member, no matter how high the elastic limit may be.

It will be noted that Mr. Cooper in specifying the stresses for the lower chords of the Quebec bridge omitted the term in the column formula containing the ratio $\frac{l}{r}$ In this practice he is supported by the engineers of the Monongahela and Thebes bridges, who made a similar provision, but reduced the maximum stress to that allowed by the usual formula for a column with $\frac{l}{r}$ equal about 40.

The failure of the Quebec chords does not prove that Mr. Cooper was theoretically incorrect and cannot be directly connected with this clause in the specification. The specification, however, permitted stresses in advance of any previous practice and the proportioning of columns to safely carry such stresses is yet to be learned.

We have already pointed out the seriousness of the error made in the estimation of the dead load which resulted in computed stresses nearly 10 per cent higher (see Evidence) than had been expected. A comparison of these computed stresses with the elastic limit of the material as estimated from the test records will show how narrow a margin of safety was provided in the actual design.

We are not prepared in the present status of the art of bridge building to approve the unit stresses stated in the amended specification.

RIVET STRESSES.

It will be noted from the table that the rivet stresses used were much in excess of previous practice. These seem to have been adopted almost by an oversight. The 1898 specification contained a clause usual in low stress specifications, permitting the rivets to be worked to three quarters of the allowed stress in the member. This clause was not cancelled by the 1903 amendments and under extreme conditions permitted a stress in rivet shear of 18,000 lbs. per sq. in. The tests made in 1904 under the direction of the American Railway Engineering and Maintenance of Way Association have established the fact that a riveted connection begins to work under a stress in rivet shear betweeen 12,000 and 15,000 lbs. per sq. in. and that deformation in even a simple connection is marked when a stress of 25,000 lbs. per sq. in, is reached. These results have been confirmed both in tension and compression by the tests made for the commissioners (see Appendix No. 15). It is therefore clear that the Quebec specification permitted the use of stresses in details which were outside the limits of established

practice and are now know to be unsafe. Knowledge of the action of the rivets in riveted connections is very incomplete.

BUILT UP COLUMNS.

In our findings we have stated that the bridge failed through weakness of the lower chords and particularly in the latticing of those chords. In Appendix No. 16 will be found a discussion of lattice design and of the data that Mr. Szlapka had to guide him in his work. The main outline of the latticing in the Quebec bridge was sketched as early as 1898. There was practically nothing in the specification that was of any service to the designers in this connection and they violated none of its provisions in the design. There are some clauses dealing with latticing, but they were copied from small bridge practice and were wholly inadequate for the Quebec structure. The main criticism that can be made of the designers was that they had the means of checking their theories by use of the testing machine and that they did not do this nor did they thoroughly study the possibilities of lattice formulas.

LOADINGS.

In 1903 Mr. Cooper revised the loadings, increasing the specified train loads and decreasing the wind pressures. While Mr. Cooper undoubtedly made an improvement on the 1898 specification in this respect, he does not seem to have taken full advantage of the improved financial situation due to the decision of the government to guarantee the Quebec Bridge Company's securities. This is explained by Mr. Cooper in his evidence in which there is no reference to the changed financial conditions. (See Appendix No. 5.) Mr. Cooper apparently did not realize the great change in the traffic conditions that would probably follow the opening of the National Transcontinental Railway nor the demands for transportation resulting from the rapid development of Canada. His specified train loading is not greater than that used regularly in Canadian practice and is lighter than that subsequently adopted for the National Transcontinental Railway, and sufficient provision was not made for probable increases of live load.

Considering together the high unit stresses permitted and the loads specified, the specification was not for a bridge well suited to the purposes it would have been called upon to serve.

DEAD LOAD.

The specification requires that the dead load used for calculating the stresses shall not be less than the actual weight of the structure when completed. The evidence shows that the designers failed to comply with this requirement. The effect of their error is shown on drawing No. 4 (see also exhibits 98, 100 and 101). In view of the high unit stresses specified this error was serious enough to have required the condemnation of the bridge even if it had not failed from errors in the design of the compression chords.

The obvious intention of the clause was to compel the designers to check their assumed dead loads by actual calculations from their detailed drawings as soon as these were developed, and it carried with it an obligation on the consulting engineer not to approve any drawings until he was satisfied that the assumed weights were ample. It is not customary in practice to be exacting about the observation of this clause because the weight of an ordinary span for a given loading can be very closely estimated; but no excuse can be offered for applying the precendents of practice to a structure that was entirely outside the range of experience. No evidence has been given to show that any effort was made either in the Phœnix Bridge Company's office or by the consulting engineer to check the assumed weights at the earliest possible date and the error was passed without notice until a large portion of the bridge had

been actually built in the shops and the members weighed. It is in evidence, and we have already stated, that the scale weights were within 1 per cent of the weights as finally computed from the drawings. The consequences of this error were considered by Mr. Szlapka and Mr. Cooper before erection was resumed in 1906 and they state that it was their opinion that the error was not fatal to the safety of the bridge, and the work of erection was proceeded with.

ERECTION.

No special provision is made in the specification for an oversight of the methods of erection by the Quebec Bridge and Railway Company's engineer, or for his approval of the general system of erection, or of the means adopted to solve the various problems arising in connection with it. There is no evidence to show that anyone outside the Phœnix Bridge Company attempted to deal with this practical problem. Mr. Cooper states that the erection plans and devices were not subject to his approval although he was advised of them unofficially and general progress on erection was regularly reported to him.

It was apparently intended, as is the usual practice, to leave all such arrangements in the hands of the contractor, making him provide all necessary plant and holding him responsible for everything that might happen.

The erection staff of a large construction company is best qualified by experience to design erection plant. We are of opinion, however, that the erection difficulties to be met with on a structure like the Quebec bridge are so serious and the necessary risks to be run during erection are so great that if the employment of a bridge engineer is necessary at all, it is especially necessary in this connection. In fact the responsible engineer on such a project should direct the work in all its branches and the contractor is entitled to look to him as a trained specialist for instructions and assistance at all times and especially in emergencies.

The specification throughout shows that the whole subject was not considered with sufficient care not only from a technical standpoint but from the practical or business standpoint as well. Inconsistencies are of frequent occurrence; ambiguity and lack of precise definition pervade the whole, and we desire to direct particular attention in this connection to the important clauses 4, 5, 6, which read as follows:—

(4) After the stress sheets have been approved and before the construction of any part of the structure shall be proceeded with, complete working drawings shall be furnished, showing all details of construction, which shall conform to the general design, shapes and dimensions shown on the stress sheets and to the conditions of this specification. The drawings shall be approved by the engineer before the work of construction is proceeded with.

DRAWINGS.

(5) After the final detail drawings referred to have been approved by the engineer, the contractor is to prepare his shop drawings from the detail drawings, complying carefully therewith, and making no changes without the written consent of the engineer. Working drawings are to be sent in triplicate for the approval of the engineer, who will retain two sets and return the third after making thereon any corrections required, after which the required number of corrected sets will be sent by the contractor to the engineer without delay. The approval of the said working drawings will not relieve the contractor from the responsibility of any errors thereon.

(6) The requisite number of copies of general and detail drawings for all purposes shall be furnished by the contractor upon orders of the engineer.

HENRY HOLGATE,
Chairman.
J. G. G. KERRY,
J. GALBRAITH.

APPENDIX No. 19.

MISCELLANEOUS—QUEBEC BRIDGE INQUIRY.

WEATHER CONDITIONS.

The temperatures and wind velocities for some weeks preceding the accident are shown on drawing No. 37. It will be noted that there were no exceptional conditions in either case, both temperature and wind being moderate and usual. The wind blowing at the time of the accident was so light that wind pressure has not been included in calculating the stresses existing at that time. The drawing shows a wind velocity late in the day on August 29, of about 25 miles per hour, which would theoretically produce the almost negligible pressure of about 2 lbs. per sq. ft., on the truss surface exposed. The form of the truss is such that a correct analysis of the wind forces is most difficult to make and it was considered that less error would result from the neglecting of these forces than from an effort to determine them accurately.

A list of the maximum wind velocity recorded at the Quebec observatory is given on drawing No. 37. This list indicates that the pressure of 25 lbs. per sq. ft. assumed in the 1898 specifications was sufficient for the site, a wind velocity of nearly 90 miles per hour being necessary to produce such a pressure.

The following record of deflections, which is filed as Exhibit No. 55 is of interest as furnishing data for predicting the movements of cantilever arms under wind.

OBSERVATIONS ON THE DEFLECTION OF THE CANTILEVER ARM UNDER HEAVY WINDS.

November 12, 1906.—Front leg of large traveller at P-1. Panel 2 of cantilever arm partly erected. East wind 55 miles an hour. Deflection taken on middle of first transverse strut above deck between posts P-1.

Deflection observed—2½ inches.

November 16, 1906.—Front leg of large traveller at P-1. Panel 2 of cantilever arm almost completed. East wind, 65 miles an hour. Deflection taken at same point.

Deflection observed—3½ inches.

February 3, 1907.—Front leg of large traveller at T O cantilever arm erected complete. West wind, 45 miles an hour. Deflection taken at same point.

Deflection observed—2 inches.

HENRY HOLGATE,
Chairman.
J. G. G. KERRY,
J. GALBRAITH.

REPORT

ON

DESIGN OF QUEBEC BRIDGE.

By C. C. SCHNEIDER.

PENNSYLVANIA BUILDING,
PHILADELPHIA, PA., January, 1908.

SIR,—By telegram of September 9, the writer was appointed by you, on behalf of the Dominion government, with the approval of the Honourable the Minister of Railways and Canals, for the following purposes:—

'To inquire into and pass upon the sufficiency of the present design of the Quebec bridge, which collapsed on the 29th of August, 1907; to thoroughly examine the plans of the superstructure and members thereof, &c.; to look thoroughly into all matters in connection witth the proposed reconstruction of the said bridge, and to state whether, in his opinion, the present design is sufficient.'

After receiving your verbal instructions, the writer visited the site of the Quebec bridge in order to examine the collapsed structure; and immediately commenced to collect such information as might aid him in his work, and proceeded with the examination of the plans, which he received from your department, September 17, 1907.

Not being limited in the scope of his investigations, he understands his duty to be to report on the following questions:—

First.—The sufficiency of the present plans of the Quebec bridge, as to their conformity to the specifications as approved by the government.

Second.—The advisability of modifications in the present plans, should they be found inadequate, using as far as practicable the fabricated material now on hand.

Third.—The advisability of discarding the present plans of the Quebec bridge, and recommendations as to a new design.

The writer has thoroughly investigated the subject submitted to him, and now has the honour to submit the following report:—

The present design of the Quebec bridge is a cantilever of 1,800-feet span between centres of piers, with a suspended span of 675 feet, two cantilever arms each 562 feet 6 inches long, and two anchor arms each 500 feet long; making a total length of 2,800 feet, not including the approach spans, which will not be considered in this report. The transverse distance between centres of trusses is 67 feet. The bridge is to carry two steam railway tracks and a roadway on each side 17 feet wide in the clear, suitable for ordinary highway traffic, with one electric railway track on each roadway.

The writer has computed the strains resulting from the loads given in the specifications as revised by Mr. Theodore Cooper, March 2, 1904, a copy of which is attached to this report in Appendix A.

In comparing the results of his computations with the strain diagrams submitted by the Phœnix Bridge Company, he has come to the following conclusions:—

Floor system.—The sections required in the floor-beams and stringers conform to those required by the specifications.

Trusses.—The strains in the trusses resulting from the live load agree with those computed by the writer. The strains from the dead load as computed by the writer, however, are greater than those shown on the diagram submitted by the Phœnix Bridge Company, for the reason that the actual weight of the steel superstructure is in excess of that estimated previous to its construction.

Bracing.—The strains and sections of the various members composing the lateral and sway bracing of the trusses and the bracing of the floor system as well as their details and connections are in accordance with the requirements of the specifications.

Appendix B accompanying this report gives the writer's computations of the strains in the main members of the trusses. The strains resulting from the dead load are based on the actual weight of the structure taken from the shipping weights of the steel work and distributed in accordance with the positions of the various members, thus representing the conditions which would exist in the finished structure. These loads as concentrated on the various panel points of the trusses are shown on diagram included in Appendix B. The table also contains the sectional areas of the members as shown in the shop drawings, the unit strains required by the specifications and the unit strains as they would occur in the completed structure, based on the actual weight of the members; also strains occurring during erection under conditions existing August 29, 1907.

The tables in Appendix B have been computed in accordance with the writer's interpretations of the specifications, which are:

That the value of $\frac{\text{max.}}{\text{min.}}$ by which the permissible unit strains are determined is derived from the dead and live loads only; but that in proportioning the members these unit strains shall be used for the sum of the strains from dead, live and snow loads.

That as the specifications require that 'only ⅓ of the maximum wind force need be considered in proportioning the chords,' and nothing is mentioned in reference to the web system, this also applies to wind strains in web members.

That in the formulæ under the head of 'Combined and reversed strains,' L_1 denotes the live load strain of opposite sign from that of the dead load; that the expression '$D - L_1$' is the arithmetical difference between these strains; and that '$D + L + L_1$' is the arithmetical sum of these strains.

By examination of this table, it will be noticed that the actual unit strains in most of the members of the trusses exceed the limits of the specifications. In the upper chords of the cantilever arm (excepting in the panels from U_2 to U_6, which were proportioned for the erection strains), from 10 to 18 per cent; and in the lower chords (with the exception of the panels from L_0 to L_4, which were also proportioned for the erection strains), from 7·5 to 24 per cent. In the upper and lower chords of the anchor arms, the unit strains in all panels exceed these limits from 11 to 20 per cent. The unit strains in the chords of the suspended span also exceed the limits of the specifications: the upper chords 16 to 18 per cent; the lower chords from 7½ to 9½ per cent. While the strains in some web members come within the limits, in some cases they are in excess as much as 21 per cent, and in one case 57 per cent. The trusses, therefore, as designed, do not conform in this respect to the requirements of the specifications approved by the government.

However, there are other points affecting the strength of the structure, not covered by the requirements of the specifications, to which the writer begs to call your attention. These refer more particularly to certain details which appear to have been left to the judgment of the designer.

The writer considers the details the most important parts of the design of a permanent structure, even more so than the general proportions of its members.

Most of the details and connections have received careful and conscientious consideration, and are generally in proportion to the members which they connect and in accordance with the standards of good practice. However, there is a deficiency in many of the compression members, as their connections—such as the latticing—are not sufficient to make the parts composing them act as a unit. The most pronounced defect in this respect exists in the lower chord members of the cantilever and anchor arms. These members consist of four separate ribs, not particularly well developed as compression members, and their connections to each other are not of sufficient strength to make them act as a unit.

As discussions on this subject have of late appeared in print, asserting that a scientific method of proportioning the latticing of compression members is not known, the writer takes exception to these statements, and claims that the strains in lattice bars can be computed with enough accuracy to make them sufficient to develop the full strength of the member.

A discussion on the theory and strength of compression members, including an analysis of the strains in lattice bars, will be found in Appendix C accompanying this report.

DISCUSSION OF PERMISSIBLE UNIT STRAINS.

As the present design of the trusses of the Quebec bridge does not conform in all respects to the requirements of the approved specifications, the question arises: Are the trusses as designed strong enough to carry the specified loads without considering the specifications?

In order to decide that question it is necessary to consider the maximum unit strains which might be permitted in the members of the trusses as coming within the limits of safety. If we knew all the strains occurring in a member of a structure, and if the material and workmanship were perfect, we could allow strains up to the true elastic limit of the material. These ideal conditions of material and workmanship, however, cannot be realized in practice, and in addition to the computed direct strains on which the proportions of the members are based, there are secondary strains produced by the bending from their own weight and deformation of the trusses under load. Allowance must, therefore, be made for these contingencies in determining on unit strains which may be considered within the limits of safety.

The specifications provide for two kinds of live loads for the trusses:—

First. A live load consisting of a train on each track. The strains produced by this load, together with the dead load and specified snow load, are limited to a certain unit strain per square inch.

Second. A provision for future increase of 50 per cent in the live load. For the strains produced by this extreme live load, together with the dead and specified snow loads combined with the wind force, a higher unit strain is specified.

The first case will be called hereafter the working load, and the second case the extreme load. The strains produced by the working load, which is by no means excessive, should leave a reasonable margin for safety. The strains produced by the extreme loads should remain within the elastic limit of the material.

Tension Members:

Eyebars.—The elastic limit in full-sized annealed eyebars cannot be depended upon to be more than 28,000 pounds per square inch. A direct tension of 24,000 pounds per square inch, together with secondary strains caused by the friction on the pins during deformation, and the uncertainty of a uniform distribution of the strains over all the bars, may increase the strain to at least 27,000 pounds per square inch, which is just within the elastic limit, with practically no margin for safety.

A strain of 21,000 pounds per square inch in direct tension combined with the secondary strains, &c., may produce an extreme fibre strain of about 24,000 pounds

per square inch, or 6/7 of the elastic limit of the eyebars. The unit strains to be allowed on eyebars for direct tension, therefore, should not exceed 24,000 pounds per square inch for the extreme load.

Compression Members:—

In accordance with the accepted theory of compression members, the fibre strain near the center of a column increases in proportion of the length to the least radius of gyration, and, therefore, an allowance must be made for the buckling caused by the tendency to bend.

The usual practice in bridges of ordinary span is to consider the gross section of the compression members in computing their strength. This is generally done in connection with the conservative unit strains of about half of the elastic limit, thus giving a considerable margin for safety; but in the case of the Quebec bridge, where the unit strains are unusually high, approaching the elastic limit, the net areas of the members should be used in estimating the safe limit. Some of the compression members consist of sections which are composed of angles and a number of plates riveted together. The rivet holes reduce the sectional area, and, while these holes are filled up with rivets, they do not fill the holes so perfectly as to make them take the place of the material punched out of the rivet holes. In some of the lower chord members, the net section is about 86 per cent of the gross section, and the elastic limit, which is estimated to be 32,000 pounds per square inch, is thereby reduced to about 27,500 pounds per square inch of gross area. If we, therefore, assume the maximum permissible unit strain on the gross section for the specified extreme loading as 24,000 pounds per square inch, and the secondary strains as only 3,000 pounds per square inch, or approximately 12½ per cent of the direct strain, the total fibre strain per square inch would be 24,000 + 3,000 = 27,000 pounds. This strain nearly reaches the elastic limit of 27,500 pounds per square inch with scarcely any margin for safety.

The maximum permissible strain of 24,000 pounds per square inch for the direct compression caused by the extreme load would have to be reduced in accordance with the accepted formulæ for compression members, making it $24{,}000 - 100\ {}^{l}/_{r}$; where l = length, and r = least radius of gyration of member.

For the working load there should be the same margin for safety as in tension members. As stated before, the elastic limit in compression members, owing to the reduction of their sections by the rivet holes, may be reduced to 27,500 pounds per square inch of gross section. Deducting 3,000 pounds per square inch for secondary strains would leave 24,500 pounds per square inch on the gross section as the maximum strain in direct compression within the elastic limit. Allowing 6/7 of this strain the same as for tension members, we have 21,000 pounds per square inch as permissible strain for direct compression, which should be reduced by the usual formulæ, making it $21{,}000 - 90\ {}^{l}/_{r}$. These limiting strains should be applied to all compression members. The writer does not advocate these high unit strains, but only desires to fix a limit within which the strains may be considered safe, and which could be used in comparison with the tables in Appendix B.

The extreme unit strains within which in the writer's judgment the structure may be considered to be able to sustain the loads provided for in the specifications are:—

First. For the dead and live loads combined with the snow load: For tension, 21,000 pounds per square inch of net section; for compression, $21{,}000 - 90\ {}^{l}/_{r}$ per square inch of gross section.

Second. For the extreme provision of 1½ times the live load, dead and snow loads, combined with ⅓ of the wind strains: For tension, 24,000 pounds per square inch of net section; for compression, $24{,}000 - 100\ {}^{l}/_{r}$ per square inch of gross section.

The table included in Appendix B gives these unit strains for different ratios of ${}^{l}/_{r}$.

By applying the above unit strains to the trusses of the cantilever and anchor arms in the present design of the Quebec bridge, we find the following discrepancies:

CANTILEVER AND ANCHOR ARMS.

Upper Chords.

The upper chords are composed of eyebars for which the maximum permissible strain as stated above should not exceed 21,000 pounds per square inch for the working load, and 24,000 pounds per square inch for the extreme load.

The tables in Appendix B show that the strains in all panels, excepting those from U_2 to U_6 of the cantilever arm, are in excess of these limits for either case of loading.

Lower Chords.

The lower chord in itself is not pin-connected, but is composed of a number of sections butting against each other and connected with splice plates. If the lower chords of the cantilever and anchor arms were strictly pin-connected, that is, bearing against the pin only, the strains would act in the axis of the member without any other bending movements from the dead load than those caused by the friction of the pin in the pin hole, as they would be able to rotate around the pins and thus adjust themselves during erection.

If the lower chords were continuous members and fully spliced, and the web members rigidly connected to them similar to those of the Firth of Forth bridge or the suspended span, the strains produced by the deformation would become an important factor, but could be approximately calculated and provided for in the sections. Since, however, the lower chord members of the Quebec bridge are butt-jointed, they are neither continuous nor pin-connected, and it is impossible to make the whole section bear uniformly under the various conditions of loading.

With accurate workmanship and proper method of erection, the joints of the chord members may come to a full and even bearing for one condition of loading, and in this condition the strains would be transmitted from one section to another in the direction of their axis and distributed over their entire cross-section. For all other conditions of loading, the strains are transmitted eccentrically, thus producing secondary strains in addition to the direct strains and those produced by the initial eccentricity inherent in all compression members. These secondary strains will be found in Appendix D accompanying this report.

By comparing the strains in the tables in Appendix B with the limits fixed by the writer, we find that all the lower chord members are deficient (with the exception of L_0 to L_4 of the cantilever arm) and would not be strong enough to safely carry the specified loads provided for in the specifications, even if they had been properly braced with lattice bars of sufficient strength; and that the inadequate latticing shown on the drawings would still further reduce their strength.

Web System:—

The web system of the trusses of the cantilever and anchor arms is composed of tension and compression members. The main posts are pin-connected to the upper and lower chords, while the web members among themselves are only partly pin-connected; that is, the diagonals, with the exception of the one nearest the center post, are eyebars and pin-connected at both ends.

Some of the sub-diagonals and floor-beam suspenders are compression and others tension members. The connections of the sub-diagonals are riveted at both ends. The floor-beam suspenders are pin-connected to the lower chord, but have riveted connections at their intersections with the main diagonals and sub-diagonals.

From the tables in Appendix B it is evident that the strains in the posts of the cantilever and anchor arms are excessive (with the exception of L_8-U_8), also in about one-half of the diagonals. The strains in the center posts are also excessive. The strains in the floor-beam suspenders, and in the sub-diagonals come practically within the safe limits.

Suspended Span:—

The trusses of the suspended span are practically riveted structures with the chords fully spliced and the web members rigidly connected, excepting the main or tension diagonals, which consist of eyebars pin-connected at their ends.

The weakest parts of the suspended span are the upper chords (see Appendix B), their unit strains being from 44 to 48 per cent in excess of the safe limits fixed by the writer. The strains in the lower chords and web members, excepting U_0-C_1 and C_1-L_2, are practically within those limits.

Sufficiency of Specifications:—

In considering the sufficiency of the specifications, the question arises: Would the trusses of the Quebec bridge have been safe if they had been designed to comply with the requirements of the specifications and the details had been in proportion to the strength of the members?

By referring to the tables in Appendix B, we find that the permissible unit strains limited by the specifications for the two kinds of loading, that is, the working load and the extreme load, are close to, or within the limits of those determined by the writer in all members of the trusses of the cantilever and anchor arms, except in the lower chords and in the posts over piers, for which strains are permitted beyond these limits.

In connection with this subject, the writer believes it to be within the scope of his investigations to report upon the specifications for the Quebec bridge.

The purpose of these specifications has evidently been to keep all the strains, even for the extreme loading, well within the elastic limit of the material. That this has not been realized in all the members of the structure is evident from a study of the tables in Appendix B. The writer has already given his reasons for recommending limiting unit strains, and has shown that the specifications permit too high unit strains for the posts over the piers and for the lower chord of the cantilever and anchor arms. The writer also considers the use of a formula for the permissible strains based on the minimum and maximum strains in each member, as given in the specifications of the Quebec bridge, to be unsuitable for practical purposes, as it is not supported by facts established by recent experiments, and causes unnecessary complications in the computation of the strength of the members; giving besides anomalous results.

The well-established theory of the elastic line is based on strains within the elastic limit. As a single strain above the elastic limit produces a permanent set and destroys the property of uniform elongation in the metal, its effect is not different from the effect of repeated strains, the single strain having practically destroyed the usefulness of the material. The elastic limit, therefore, is actually the ultimate strength for all practical purposes.

The static effect of a live load is the same as that of a dead load, depending upon the amount and distribution of the load only. The dynamic effect of a live load, commonly called impact, however, depends upon the conditions under which the live load is applied. The conditions which affect the impact on a railway bridge are the conditions of the track, the dynamic action produced by the deflection of the bridge, the action of insufficiently balanced drivers, the reciprocal motion and vibration of the machinery and the velocity of the train.

As the static and dynamic effects of a live load depend each upon such entirely different conditions, it seems rational to consider each separately in order to arrive at a more scientific solution of the problem of determining the safe working strains in railway bridges. As the internal strain of a member in a structure is proportional to its elongation or reduction in length, it is evident that it makes no difference, as far as the resistance of the material is concerned, whether this strain is produced by the weight of the structure, by the static effect of a superimposed load, or by the

dynamic effect of a moving load. If, therefore, the impact is added to the live load, reducing its effect to that of a static load, a uniform permissible strain may be used, thus avoiding complications and making the strength of the details and connections in proportion to that of the main members, as the impact applies to all parts.

RECOMMENDATIONS AS TO THE RECONSTRUCTION OF THE QUEBEC BRIDGE.

As it is evident from the writer's investigations that the trusses of the present design are not of sufficient strength to carry the loads provided for in the specifications, the question arises:

Can the fabricated members of the remaining half of the Quebec bridge, or a portion thereof, be utilized in the reconstruction of the bridge?

This might be accomplished in two different ways:

First.—By using the remaining portion of the floor system and reinforcing the remaining members of the trusses; rebuilding only that portion which has been wrecked.

The members composing the floor system and the lateral bracing of the remaining half of the bridge might be utilized in the reconstructed bridge. However, to make the bridge strong enough to carry the specified loads with a reasonable margin of safety, the sections of most of the members of the trusses would have to be increased. An examination of the detail plans of the members of the trusses from the standpoint of a manufacturer of structural steel work has convinced the writer that this is impracticable.

The weakest parts of the trusses of the anchor and cantilever arms are the lower chord members. Their sectional areas would have to be increased at least 50 per cent in order to reduce the unit strains to safe limits. The only way this could be done would be to cut them apart, drill additional rivet holes and rivet them up again with additional material. During these various manipulations the members would become distorted, and would require the reboring of the pin holes to larger size, and the refacing of the ends. This refacing would shorten the members enough to make them useless. The use of the remaining chord members is, therefore, impracticable. The same applies to most of the other compression members.

The upper chords of the cantilever and anchor arms being composed entirely of eyebars could be reinforced with additional bars, which would require in some panels as much as 20 per cent additional material. This operation would not only require new pins, but also the changing of the upper ends of the posts to which they are attached. The writer, therefore, considers it impracticable to use any of the finished truss members of the remaining half of the bridge.

Second.—By using the present floor system and building new trusses, following the same outlines as in the present design, but proportioning the members and connections for the loads provided for in the specifications.

If the remaining portion of the floor system and bracing, weighing about 8,000,000 pounds, were to be used in the new structure, it would require for the trusses a design similar to the present one, and also, the same distance between the posts to which the floorbeams are attached. This is almost an impossible task, and further as, in the writer's opinion, the present design of the trusses can be improved upon, the new design should be worked out on entirely different lines to avoid many of the complications and objectionable features existing in the present design.

A third proposition is to adopt an entirely new design, retaining only the length of span in order to use the present main piers, with some modifications. The anchorage piers would have to be partially rebuilt as new anchorages would be required.

Referring to the features which appear to be objectionable in the present design, the writer begs to call your attention to the following:—

The polygonal lower chords of the cantilever and anchor arms are not well adapted for a cantilever bridge on account of the difficulties in fabrication and proper fitting,

which make them not only more costly than chords forming a straight line, but also less safe. The polygonal chords of the present design produce a reversal of strains in some web members, which on that account require not only more material than members with strains in one direction only, but also cause unnecessary complications in their details and connections.

The wind forces in a rationally designed bridge should produce strains in the chords, the lateral and sway bracing only. On account of the shape of the chords of the Quebec Bridge, the wind strains affect also the web members of the trusses, producing in these members additional strains, consequently requiring in these members more material and more complicated details.

The writer considers that in a rationally designed structure the strains should be carried in the most direct line to the piers. The more complicated the design and the oftener the strains have to change their direction before reaching their destination, the more assumptions have to be made, which again reduce the degree of accuracy of the results of the computations; therefore, the simpler the design, the safer it will be with the same unit strains.

CONCLUSIONS.

The results of the writer's investigations and his recommendations may be briefly summarized as follows:—

First.—The floor system and bracing are of sufficient strength to safely carry the traffic for which they were intended.

Second.—The trusses, as shown in the design submitted to the writer, do not conform to the requirements of the approved specifications, and are inadequate to carry the traffic or loads specified.

Third.—The latticing of many of the compression members is not in proportion to the sections of the members which they connect.

Fourth.—The trusses of the bridge, even if they had been designed in accordance with the approved specifications, would not be of sufficient strength in all their parts to safely sustain the loads provided for in the specifications.

Fifth.—It is impracticable to use the fabricated material now on hand in the reconstruction of the bridge.

Sixth.—The present design is not well adapted to a structure of the magnitude of the Quebec Bridge and should, therefore, be discarded and a different design adopted for the new bridge, retaining only the length of the spans in order to use the present piers.

Seventh.—The writer considers the present piers strong enough to carry a heavier structure, assuming that the bearing capacity of the foundations is sufficient to sustain the increased pressure.

This report is accompanied by the following Appendices:

A.—Copy of revised specifications.

B.—Tables containing computations of strains in the members of the trusses, a table giving permissible strains for compression members, also diagrams of dead load concentrations and loads and strains during erection, August 29, 1907 (20 prints.)

C.—Review of the literature on the theory of compression members up to the present time.

D.—Investigation of secondary strains in trusses.

Respectfully submitted,

C. C. SCHNEIDER.

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Deputy Minister and Chief Engineer,
Department of Railways and Canals.

APPENDIX A.

QUEBEC BRIDGE SPECIFICATIONS FOR LOADS AND STRAINS FOR CANTILEVER AND SUSPENDED SPANS, BY THEODORE COOPER.

FLOOR SYSTEM.

Railroad Stringers.—To be designed to carry Cooper's E-40 engines with unit strains not exceeding 10,000 lbs. per square inch of net section.

Trolley Stringers.—Loaded with cars weighing 56,000 lbs. on two axles ten feet apart, not to be strained above 13,000 lbs. per square inch of net section. Cars thirty feet over all.

Highway Stringers.—Loaded with 24,000 lbs. on two axles ten feet apart, strains not to exceed 15,000 lbs. per square inch of net section.

Transverse Floor Beams.—With all tracks loaded as above they must not be strained above 15,000 lbs. per square inch of net section, or 12,000 lbs. with both railroad tracks loaded.

The webs of all girders shall be considered as resisting shearing strains only and will not be estimated as doing any flange duty.

TRUSSES.

The maximum strains produced by the following live loads and wind shall be used for proportioning all members of the trusses or towers:—

1st. A continuous train of any length weighing 3,000 lbs. per foot of track, moving in either direction on each track.

2nd. A train nine hundred feet long consisting of two E-33 engines followed by a load of 3,300 lbs. per lin, ft. upon each railroad track and moving in either direction.

3rd. A train load 550 feet long consisting of one E-40 engine followed by 4,000 lbs. per lin. ft. of track, on each track.

4th. For the suspended span a lateral wind force of 700 lbs. per lin. ft. of the top chord and 1,700 lbs. per lin. ft. of the lower chord, one half of which shall be used for lateral and diagonal bracing.

For the cantilever and anchor arms a lateral force of 500 lbs. on the top chord and 1,000 lbs. on the lower chord, per lin. ft. in addition to the wind force on the suspended span, shall be considered.

Only one-third of this maximum wind force need be considered in proportioning the chords. It shall be considered as a live load. Unless this increases the strains due to the live and dead loads only more than 25 per cent the sections need not be increased.

Reversal of strains by the wind acting in opposite directions need not be considered; but where the maximum wind forces reverse the strains in any member the member must be designed to resist each kind of strain.

Allowed Working Strains.—Under the above working loads in combination with the dead loads, the allowed strains in all members of the trusses and towers shall not exceed the following limits:—

Tension Chords and Diagonals.—

$$12{,}000\left(1+\frac{\text{Min}}{\text{Max}}\right)\text{ lbs. per sq. in. of net section.}$$

Compression Chords.—(Where l does not exceed 50 r).

$$12{,}000\left(1+\frac{\text{Min}}{\text{Max}}\right)\text{ per sq. in.}$$

Main Posts.—

$$\left(12{,}000-50\frac{l}{r}\right)\left(1+\frac{\text{Min}}{\text{Max}}\right)\text{ lbs. per sq. in.}$$

TRUSSED FLOORBEAMS.

Tension Struts.—

$$10{,}000\left(1+\frac{\text{Min}}{\text{Max}}\right)\text{ for R. R. loading.}$$

$$12{,}000\left(1+\frac{\text{Min}}{\text{Max}}\right)\text{ for total loading.}$$

Compression Struts.—

$$\left(10{,}000-40\frac{l}{r}\right)\left(1+\frac{\text{Min}}{\text{Max}}\right)\text{ for R. R. loading.}$$

$$\left(12{,}000-50\frac{l}{r}\right)\left(1+\frac{\text{Max}}{\text{Min}}\right)\text{ for total loading.}$$

WIND STRUTS AND LATERALS.

Tension.—20,000 lbs. per sq. in.

Compression.—$20{,}000-90\ \frac{l}{r}$ per sq. in.

For counters and intermediate posts, the live load on the railroad tracks shall be increased 15 per cent.

COMBINED AND REVERSED STRAINS.

The allowed positive and negative strains upon any member subject to any combination of $\pm D$, $\pm L$, $\mp L'$ shall be determined by the following formulae:—

$$\text{Allowed} \pm \text{Strain, } 12{,}000\left(1+\frac{D-L}{D+L+L'}\right)$$

$$\text{Allowed} \mp \text{Strain, } 12{,}000\left(\frac{L'}{D+L+L'}\right)$$

PROVISION FOR FUTURE INCREASE OF LIVE LOAD.

In addition to the previous provisions as to the working loads and strains, no member of the trusses or towers shall be strained to exceed three-quarters of the elastic limit under the extreme assumption of an increase in the train loads of 50 per cent above those previously specified. Or, not to exceed 24,000 for the chords and main diagonals, or $24{,}000-100\ \frac{l}{r}$ for the posts.

The material to be medium steel of the best quality and made by the open hearth process.

All details, proportion of parts, workmanship, &c., to be in accordance with the best accepted practice.

Corrected to date, March 2, 1904.

Appenda. June 13, 1905.

For the cantilever arms, the full wind on the suspended span should be considered.

A snow load of 1,600 lbs. per foot of bridge should be used.

APPENDIX B.

REPORT ON QUEBEC BRIDGE.

Dead Load Concentrations at Panel Points.

Center Line of Bridge (Mid-Channel)
Floor Steel
6 Panels @ 56'-3" = 337'-6"
10 Panels @ 56'-3" = 562'-6"
10 Panels @ 50'-0" = 500'-0"
Weights are for one Truss and are given in units of 1000#

REPORT ON QUEBEC BRIDGE. APPENDIX B.

TABULATED STATEMENT OF STRAINS, SECTIONAL AREAS AND UNIT STRAINS.

The strains in the members are given in thousands of pounds, the unit strains in pounds, and the following notations are used;-

\+ denotes Tension,
− " Compression,
A " Sectional Area of Member, in sq. inches,
r " Least Radius of Gyration of Member, in inches,
D " Strain resulting from Dead Load,
L " " " " Live " ,
S " " " " Snow " ,
W " " " " Wind Pressure,
E " Maximum Strain occurring August 29, 1907.
u_e " Unit Strain " " " "

* φ denotes coefficient by which the specified minimum unit strain of 12000 lbs. pr. sq. in. for Tension, or $(12000 - 50\frac{1}{r})$ lbs. pr. sq. in for Compression, is to be multiplied in order to ascertain the permissible unit strain.

u denotes unit strain for Dead, Live and Snow Loads,
I - as required by Specifications;
II - as would actually occur in completed structure.

u, denotes unit strain for dead, 1¼ live and snow loads, combined with ⅓ wind pressure,
I - as required by Specifications,
II - as would actually occur in completed structure.

* For strains of one kind only, $\varphi = 1 + \frac{min.}{max.}$
For combined Strains, $\varphi = 1 + \frac{D - L_1}{D + L + L_1}$
For reversed Strains, $\varphi = \frac{L_1}{D + L + L_1}$

Anchor Arm - Upper Chord.

Member -	U_2-U_3	U_3-U_4	U_4-U_5	U_5-U_6	U_6-U_7	U_7-U_8	U_8-U_9	U_9-U_{10}
A	309	309	555	559	696	698	707	711
D	+ 4290	+ 4305	+ 8500	+ 8535	+ 11510	+ 11555	+ 12510	+ 12585
L	+ 1998	+ 2006	+ 3475	+ 3490	+ 4156	+ 4176	+ 4047	+ 4068
	− 749	− 751	− 968	− 973	− 772	− 776	− 380	− 382
S	+ 365	+ 365	+ 700	+ 705	+ 915	+ 915	+ 960	+ 965
W	+ 70	+ 10	+ 130	0	+ 150	+ 320	+ 1200	+ 1400
D+L+S	+ 6653	+ 6676	+ 12675	+ 12730	+ 16581	+ 16646	+ 17517	+ 17618
D+1½L+S+⅓W	+ 7675	+ 7682	+ 14455	+ 14475	+ 18709	+ 18841	+ 19940	+ 20119
φ	$1+\frac{3541}{7037}=1.50$	$1+\frac{3554}{7062}=1.50$	$1+\frac{7537}{12943}=1.58$	$1+\frac{7562}{12998}=1.58$	$1+\frac{10738}{16438}=1.65$	$1+\frac{10779}{16507}=1.65$	$1+\frac{12130}{16937}=1.72$	$1+\frac{12203}{17035}=1.72$
u (I)	18000	18000	19000	19000	19800	19800	20600	20600
u (II)	21500	21600	22800	22800	23800	23800	24800	24800
u_1 (I)	24000	24000	24000	24000	24000	24000	24000	24000
u_1 (II)	24800	24900	26100	25900	26900	27000	28200	28300
E	+ 4185	+ 4205	+ 8245	+ 8280	+ 11095	+ 11150	+ 12020	+ 12090
u_e	13500	13600	14900	14800	15900	16000	17000	17000

ANCHOR ARM - LOWER CHORD.

Member-	L0-L1	L1-L2	L2-L3	L3-L4	L4-L5	L5-L6	L6-L7	L7-L8	L8-L9	L9-L10
A	302	302	542	542	702	709	729	768	781	843
$\frac{l}{r}$	$\frac{600}{18.7}=32.1$	$\frac{600}{18.7}=32.1$	$\frac{600}{16.5}=36.3$	$\frac{600}{16.5}=36.3$	$\frac{600}{16.2}=37.0$	$\frac{609}{16.2}=37.6$	$\frac{626}{16.2}=38.6$	$\frac{652}{16.2}=40.2$	$\frac{684}{16.2}=42.2$	$\frac{722}{16.2}=44.5$
D	− 3985	− 3985	− 8110	− 8110	− 11425	− 11585	− 12755	− 13275	− 13690	− 14455
L	− 1965	− 1965	− 3413	− 3413	− 4212	− 4270	− 4181	− 4349	− 4021	− 4249
	+ 840	+ 840	+ 1037	+ 1037	+ 840	+ 852	+ 438	+ 455	+ 43	+ 45
S	− 335	− 335	− 670	− 670	− 910	− 920	− 985	− 1025	− 1025	− 1080
W	− 660	− 1420	− 2430	− 3260	− 4170	− 5160	− 5570	− 6870	− 7370	− 9060
D+L+S	− 6285	− 6285	− 12193	− 12193	− 16547	− 16775	− 17921	− 18649	− 18736	− 19784
D+½L+S+⅓W	− 7487	− 7740	− 14709	− 14986	− 20043	− 20630	− 21868	− 23113	− 23203	− 24928
φ	$1+\frac{3145}{6790}=1.46$	$1+\frac{3145}{6790}=1.46$	$1+\frac{7073}{12560}=1.56$	$1+\frac{7073}{12560}=1.56$	$1+\frac{10585}{16477}=1.64$	$1+\frac{10733}{16707}=1.64$	$1+\frac{12317}{17374}=1.71$	$1+\frac{12820}{18079}=1.71$	$1+\frac{13647}{17754}=1.77$	$1+\frac{14410}{18749}=1.77$
u I	17500	17500	18700	18700	19700	19700	20500	20500	21200	21200
u II	20800	20800	22500	22500	23600	23700	24600	24300	24000	23500
u_1 I	24000	24000	24000	24000	24000	24000	24000	24000	24000	24000
u_1 II	24800	25600	27100	27600	28600	29100	30000	30100	29700	29600
E	− 3915	− 3915	− 7885	− 7885	− 11050	− 11200	− 12260	− 12755	− 13125	− 13870
u_0	13000	13000	14500	14500	15700	15800	16800	16600	16800	16500

Anchor Arm - Vertical Posts.

Member	L2-U2	L4-U4	L6-U6	L8-U8 Upper	L8-U8 Middle	L8-U8 Lower	L10-U10 Upper	L10-U10 Middle	L10-U10 Below Floor.	L10-U10 Lower
A	371	355	277	175	163	163	472	514	514	472
$\frac{l}{r}$	$\frac{720}{14.5}=50$	$\frac{837}{14.6}=57$	$\frac{1058}{15.3}=69$	$\frac{1169}{16.15}=72$	$\frac{920}{16.3}=56$	$\frac{598}{16.3}=37$	$\frac{759}{175}=43$	$\frac{920}{18}=51$	$\frac{596}{18}=33$	$\frac{742}{17.5}=42$
D	− 4180	− 4480	− 3510	− 1225	− 1225	− 1380	− 8065	− 8065	− 8250	− 8250
L	− 1848	− 1489	− 895	− 633	− 633	− 827	− 1444	− 1444	− 1619	− 1619
	+ 692	+ 310	+ 67	+ 323	+ 323	+ 323				
S	− 335	− 325	− 220	− 25	− 25	− 65	− 375	− 375	− 420	− 420
W	− 270	− 230	− 200	− 810	− 810	− 810	− 4830	− 4830	− 4830	− 4830
D+L+S	− 6363	− 6304	− 4625	− 1883	− 1883	− 2272	− 9834	− 9884	− 10289	− 10289
D+1½L+S+⅓W	− 7377	− 7130	− 5139	− 2469	− 2469	− 2955	− 12216	− 12216	− 12708	− 12708
φ	$1+\frac{3488}{6720}=1.52$	$1+\frac{4170}{6289}=1.66$	$1+\frac{3443}{4472}=1.77$	$1+\frac{902}{2181}=1.41$	$1+\frac{902}{2181}=1.41$	$1+\frac{1057}{2530}=1.42$	$1+\frac{8065}{9509}=1.85$	$1+\frac{8065}{9509}=1.85$	$1+\frac{8250}{9869}=1.836$	$1+\frac{8250}{9869}=1.836$
u I	14400	15200	15100	11900	13000	14400	18200	17500	18900	18200
u II	17200	17800	16700	10800	11600	13900	20900	19200	20000	21800
u_1 I	19000	18300	17100	16800	18400	20300	19700	18900	20700	19800
u_1 II	19900	20100	18500	14100	15100	18100	25900	23800	24700	26900
E	− 4155	− 4475	− 3550	− 1365	− 1365	− 1470	− 7380	− 7380	− 7510	− 7510
u_e	11200	12600	12800	7800	8400	9000	15600	14400	14600	15900

Anchor Arm - Main Diagonals.

Member-	L_0-C_1	C_1-U_2	L_2-C_3	C_3-U_4	L_4-C_5	C_5-U_6	L_6-C_7	C_7-U_8	L_8-C_9	C_9-U_{10}
A	451	454	396	400	330	300	150	149	163	225
$\frac{l}{r}$									$\frac{984}{14.8} = 66$	$\frac{816}{13.8} = 59$
D	+ 5975	+ 6325	+ 6335	+ 6650	+ 5595	+ 5115	+ 2285	+ 1815	+ 35	- 360
L	+ 2944	+ 2944	+ 2357	+ 2332	+ 1550	+ 1371	+ 1731	+ 832	+ 914	+ 994
	- 1258	- 1105	- 616	- 483	- 187	- 107	- 62	- 326	- 961	- 1179
S	+ 515	+ 540	+ 505	+ 530	+ 410	+ 365	+ 125	+ 80	- 70	- 105
W	+ 420	+ 410	+ 340	+ 330	+ 40	+ 280	+ 770	+ 1005	- 990	- 2350
D+L+S	+ 9434	+ 9809	+ 9197	+ 9512	+ 7555	+ 6851	+ 3141	+ 2727	- 996	- 1644
D+1½L+S+⅓W	+ 11046	+ 11418	+ 10488	+ 10788	+ 8343	+ 7629	+ 3763	+ 3478	- 2139	- 3016
φ	$1+\frac{4717}{10177}=1.464$	$1+\frac{5220}{10374}=1.503$	$1+\frac{5719}{9308}=1.614$	$1+\frac{6167}{9465}=1.651$	$1+\frac{5408}{7332}=1.738$	$1+\frac{5008}{6593}=1.760$	$1+\frac{2273}{3078}=1.722$	$1+\frac{1489}{2973}=1.500$	$\frac{961}{1910}=0.503$	$\frac{994}{2533}=0.392$
u I	17600	18000	19400	19800	20800	21100	20700	18000	4380	3550
u II	20900	21600	23200	23800	22900	22800	20930	18300	6110	7300
u_1 I	24000	24000	24000	24000	24000	24000	24000	24000	17400	18100
u_1 II	24500	25100	26500	27000	25300	25400	25100	23300	13100	13400
E	+ 5885	+ 6200	+ 6145	+ 6435	+ 5380	+ 4870	+ 2150	+ 1675	- 25	- 415
u_e	13000	13700	15500	16100	16300	16200	14300	11200	150	1800

Anchor Arm – Suspenders.

Member	L1-C1	L3-C3	L5-C5	L7-C7 Upper	L7-C7 Lower	L9-C9 Upper	L9-C9 Middle	L9-C9 Lower
A	41 net	41 net	149 gr.	141 gr.	97 gr.	125 gr.	108 gr.	96 gr.
$\frac{1}{r}$			$\frac{933}{10.7} = 87$	$\frac{974}{10.8} = 90$	$\frac{333}{11.4} = 29$	$\frac{927}{11.0} = 84$	$\frac{598}{11.4} = 52$	$\frac{328}{11.7} = 28$
D	+ 315	+ 315	− 1055	− 1115	− 1270	− 1080	− 1245	− 1245
L	+ 412	+ 412	− 521	− 494	− 494	− 436	− 436	− 436
			+ 497	+ 458	+ 70	+ 420	+ 8	+ 8
S	+ 40	+ 40	− 70	− 75	− 115	− 70	− 110	− 110
W	0	0	− 570	− 720	− 720	− 870	− 870	− 870
D+L+S	+ 767	+ 767	− 1646	− 1684	− 1879	− 1586	− 1791	− 1791
D+1½L+S+⅓W	+ 973	+ 973	− 2096	− 2171	− 2366	− 2094	− 2299	− 2299
φ	$1+\frac{315}{727}=1.433$	$1+\frac{315}{727}=1.433$	$1+\frac{558}{2073}=1.269$	$1+\frac{657}{2067}=1.318$	$1+\frac{1200}{1834}=1.654$	$1+\frac{660}{1936}=1.341$	$1+\frac{1237}{1689}=1.732$	$1+\frac{1237}{1689}=1.732$
u I	17200	17200	9700	9900	17500	10500	16300	18400
u II	18700	18700	11000	11900	19400	12700	16600	18700
u_1 I	24000	24000	15300	15000	21100	15600	18800	21200
u_1 II	23700	23700	14100	15400	24400	16700	21300	24000
E	+ 260	+ 260	− 1060	− 1110	− 1215	− 1085	− 1200	− 1200
u_e	6300	6300	7100	7900	12500	8700	11100	12500

Anchor Arm - Diagonal Sub struts.

Member.	C1-L2	C3-L4	C5-L6	C7-L8	C9-L10
A	51.4 gr.	51.4 gr.	59.6 net	59.6 net	52.6 net
$\frac{l}{r}$	$\frac{889}{11.3} = 79$	$\frac{969}{11.3} = 86$			
D	− 345	− 310	+ 535	+ 620	+ 555
L	− 276	− 255	+ 363	+ 355	+ 317
	−	+ 25	− 319	− 275	− 250
S	− 25	− 25	+ 50	+ 55	+ 55
W	0	0	+ 340	+ 430	+ 500
D+L+S	− 646	− 590	+ 948	+ 1030	+ 927
D+1½L+S+⅓W	− 784	− 717	+ 1242	+ 1350	+ 1252
φ	$1+\frac{345}{621}=1.556$	$1+\frac{285}{590}=1.483$	$1+\frac{216}{1217}=1.177$	$1+\frac{345}{1250}=1.276$	$1+\frac{305}{1122}=1.272$
u I	12500	11400	14100	15300	15300
u II	12600	11500	15900	17300	17600
u_1 I	16100	15400	24000	24000	24000
u_1 II	15200	13900	20800	22600	23800
E	− 315	− 280	+ 560	+ 620	+ 565
u_e	6100	5400	9400	10400	10700

Cantilever Arm - Upper Chord.

Member.	U_2-U_3	U_3-U_4	U_4-U_5	U_5-U_6	U_6-U_7	U_7-U_8	U_8-U_9	U_9-U_{10}
A	435	437	572	574	649	650	664	669
D	+ 3540	+ 3550	+ 7420	+ 7440	+ 10530	+ 10560	+ 11900	+ 11950
L	+ 1505	+ 1508	+ 2773	+ 2784	+ 3564	+ 3576	+ 3745	+ 3760
S	+ 325	+ 325	+ 640	+ 645	+ 860	+ 865	+ 930	+ 930
W	+ 350	+ 352	+ 608	+ 610	+ 728	+ 731	+ 990	+ 1140
D+L+S	+ 5370	+ 5383	+ 10833	+ 10869	+ 14954	+ 15001	+ 16575	+ 16640
$D+1\frac{1}{2}L+S+\frac{1}{3}W$	+ 6239	+ 6254	+ 12422	+ 12464	+ 16979	+ 17033	+ 18777	+ 18900
φ	$1+\frac{3540}{5045}=1.702$	$1+\frac{3550}{5058}=1.702$	$1+\frac{7420}{10193}=1.728$	$1+\frac{7440}{10224}=1.728$	$1+\frac{10530}{14094}=1.747$	$1+\frac{10560}{14136}=1.747$	$1+\frac{11900}{15645}=1.760$	$1+\frac{11950}{15710}=1.760$
u I	20400	20400	20700	20700	21000	21000	21100	21100
u II	12300	12300	18900	18900	23000	23100	25000	24900
u_1 I	24000	24000	24000	24000	24000	24000	24000	24000
u_1 II	14300	14300	21700	21700	26200	26200	28300	28300
E	+ 4405	+ 4410	+ 7890	+ 7910	+ 10575	+ 10610	+ 11635	+ 11680
u_e	10100	10100	13800	13800	16300	16300	17500	17500

Cantilever Arm - Lower Chord

Member	L_0–L_1	L_1–L_2	L_2–L_3	L_3–L_4	L_4–L_5	L_5–L_6	L_6–L_7	L_7–L_8	L_8–L_9	L_9–L_{10}
A	456	456	602	602	708	728	728	767	767	841
$\frac{l}{r}$	$\frac{675}{17.7}=38$	$\frac{675}{17.7}=38$	$\frac{675}{16.5}=41$	$\frac{675}{16.5}=41$	$\frac{676}{16.2}=42$	$\frac{686}{16.2}=42$	$\frac{702}{16.2}=43$	$\frac{726}{16.1}=45$	$\frac{756}{16.1}=47$	$\frac{792}{16.1}=49$
D	−3205	−3205	−7060	−7060	−10515	−10655	−12220	−12630	−13410	−14050
L	−1443	−1443	−2733	−2733	−3652	−3699	−3910	−4042	−3951	−4140
S	−295	−295	−610	−610	−865	−875	−960	−990	−1005	−1055
W	−700	−1427	−2453	−3275	−4154	−5136	−5518	−6790	−7244	−8883
D+L+S	−4943	−4943	−10403	−10403	−15032	−15229	−17090	−17662	−18366	−19245
D+1½L+S+½W	−5879	−6140	−12587	−12861	−18243	−18790	−20884	−21946	−22756	−24276
φ	$1+\frac{3205}{4648}=1.690$	$1+\frac{3205}{4648}=1.690$	$1+\frac{7060}{9793}=1.721$	$1+\frac{7060}{9793}=1.721$	$1+\frac{10515}{14167}=1.742$	$1+\frac{10655}{14354}=1.742$	$1+\frac{12220}{16130}=1.757$	$1+\frac{12630}{16672}=1.757$	$1+\frac{13410}{17361}=1.772$	$1+\frac{14060}{18190}=1.772$
u {I	20300	20300	20600	20600	20900	20900	21100	21100	21300	21300
u {II	10800	10800	17300	17300	21200	20900	23500	23000	24000	22900
u_1 {I	24000	24000	24000	24000	24000	24000	24000	24000	24000	24000
u_1 {II	12900	13500	20900	21400	25800	25800	28700	28600	29700	28900
E	−3860	−3860	−7545	−7545	−10605	−10740	−11965	−12380	−12925	−13545
u_e	8500	8500	12500	12500	15000	14800	16400	16100	16900	16100

Cantilever Arm—Vertical Posts.

Member.	L_0-U_0	L_2-U_2	L_4-U_4	L_6-U_6	L_8-U_8 Upper	L_8-U_8 Middle	L_8-U_8 Lower.
A	249	241	283	259	196	184	184
$\frac{l}{r}$	$\frac{1086}{16.9}=64$	$\frac{718}{15.6}=46$	$\frac{835}{15.3}=55$	$\frac{1060}{15.4}=69$	$\frac{1174}{16.6}=71$	$\frac{918}{16.8}=55$	$\frac{601}{16.8}=36$
D	− 2905	− 3210	− 3880	− 3480	− 1840	− 1840	− 2025
L	− 2235	− 1250	− 1285	− 962	− 570	− 570	− 854
					+ 133	+ 133	+ 133
S	− 265	− 265	− 285	− 215	− 45	− 45	− 90
W	− *570 − 340	− 280	− 240	− 190	− 990	− 990	− 990
D+L+S	− 5405	− 4725	− 5450	− 4657	− 2455	− 2455	− 2969
D+1½L+S+⅓W	− 6825	− 5443	− 6172	− 5201	− 3070	− 3070	− 3726
φ	$1+\frac{2905}{5140}=1.565$	$1+\frac{3210}{4460}=1.720$	$1+\frac{3880}{5165}=1.751$	$1+\frac{3480}{4442}=1.783$	$1+\frac{1707}{2543}=1.671$	$1+\frac{1707}{2543}=1.671$	$1+\frac{1897}{3012}=1.628$
u I	13800	16700	16200	15300	14100	15500	16600
u II	21700	19600	19200	18000	12500	13300	16100
u_1 I	17600	19400	18500	17100	16900	18500	20400
u_1 II	27400	22600	21800	20100	15700	16700	20200
E	− 1600	− 2220	− 3565	− 3140	− 1590	− 1590	− 1715
u_e	6400	9200	12600	12100	8100	8600	9300

* Bending.

Cantilever Arm - Main Diagonals.

Member.	L_0-C_1	C_1-U_2	L_2-C_3	C_3-U_4	L_4-C_5	C_5-U_6	L_6-C_7	C_7-U_8	L_8-C_9	C_9-U_{10}
A	300	315	330	345	300	300	180	180	191 gr. / 174 net	276 gr. / 205 net
$\frac{l}{r}$									$\frac{984}{14.5} = 68$	$\frac{816}{13.6} = 60$
D	+ 4470	+ 4910	+ 5355	+ 5760	+ 5260	+ 4970	+ 2760	+ 2450	+ 950	+ 690
L	+ 2007	+ 2085	+ 2043	+ 2224	+ 1678	+ 1524	+ 805	+ 791	+ 673	+ 684
							− 26	− 202	+ 655	− 821
S	+ 420	+ 450	+ 445	+ 470	+ 380	+ 350	+ 150	+ 115	+ 15	+ 45
W	+ 487	+ 487	+ 391	+ 387	+ 19	+ 280	+ 1040	+ 1350	± 1840	± 2154
D+L+S	+ 6897	+ 7445	+ 7843	+ 8454	+ 7318	+ 6844	+ 3715	+ 3356	+ 1623	+ 1374
D+1½L+S+½W	+ 8062	+ 8649	+ 8994	+ 9695	+ 8163	+ 7699	+ 4464	+ 4201	+ 2572	+ 2434
φ	$1+\frac{4470}{6477}=1.691$	$1+\frac{4910}{6995}=1.702$	$1+\frac{5355}{7398}=1.724$	$1+\frac{5760}{7984}=1.721$	$1+\frac{5260}{6938}=1.758$	$1+\frac{4970}{6494}=1.765$	$1+\frac{2734}{3591}=1.761$	$1+\frac{2248}{3443}=1.653$	$1+\frac{295}{2278}=1.130$	$\frac{821}{2195}=0.374$
u I	20300	20400	20700	20700	21100	21200	21100	19800	13600	4480
u II	23000	23600	23800	24500	24400	22800	20600	18600	9300	6700
u_1 I	24000	24000	24000	24000	24000	24000	24000	24000	24000	24000
u_1 II	26900	27400	27200	28100	27200	25700	24800	23300	14800	11900
E	+ 2560	+ 3260	+ 4795	+ 5155	+ 4630	+ 4280	+ 2210	+ 1860	+ 515	+ 235
u_e	8500	10300	14500	14900	15400	14300	12300	10300	3000	1100

Cantilever Arm - Suspenders.

Member -	L1-C1	L3-C3	L5-C5	L7-C7 Upper	L7-C7 Lower	L9-C9 Upper	L9-C9 Lower
A	60 net	60 net	117 gr.	117 gr.	89 gr.	117 gr.	93 gr.
$\frac{l}{r}$			$\frac{937}{11.2} = 84$	$\frac{974}{112} = 87$	$\frac{335}{11.7} = 29$	$\frac{918}{11.2} = 82$	$\frac{601}{11.6} = 52$
D	+ 355	+ 355	− 735	− 850	− 1035	− 845	− 1040
L	+ 458	+ 458	− 402	− 414	− 414	− 388	− 388
			+ 412	+ 415		+ 416	
S	+ 45	+ 45	− 55	− 60	− 100	− 60	− 100
W	0	0	− 507	− 650	− 650	− 771	− 771
D+L+S	+ 858	+ 858	− 1192	− 1324	− 1549	− 1293	− 1528
D+1½L+S+⅓W	+ 1087	+ 1087	− 1562	− 1748	− 1973	− 1744	− 1979
φ	$1+\frac{355}{813} = 1.437$	$1+\frac{355}{813} = 1.437$	$1+\frac{323}{1549} = 1.208$	$1+\frac{435}{1679} = 1.259$	$1+\frac{1035}{1449} = 1.714$	$1+\frac{429}{1649} = 1.260$	$1+\frac{1040}{1428} = 1.728$
u I	17200	17200	9400	10000	18100	10000	16200
u II	14300	14300	10200	11300	17400	11000	16400
u_1 I	24000	24000	15600	15300	21100	15800	18800
u_1 II	18100	18100	13300	14900	22200	14900	21300
E	+ 760	+ 300	− 825	− 900	− 1030	− 860	− 995
u_e	12700	5000	7100	7700	11600	7400	10700

Cantilever Arm - Diagonal Substruts.

Member	C1–L2	C3–L4	C5–L6	C7–L8	C9–L10
A	64 gr.	64 gr.	64 net	64 net	64 net.
$\frac{l}{r}$	$\frac{951}{11.4} = 83$	$\frac{1029}{11.4} = 90$			
D	− 440	− 405	+ 325	+ 420	+ 380
L	− 328	− 306	+ 283	+ 300	+ 279
		+ 16	− 265	− 264	− 261
S	− 30	− 25	+ 40	+ 50	+ 45
W	0	− 4	+ 332	+ 412	+ 465
D+L+S	− 798	− 736	+ 648	+ 770	+ 704
D+1½L+S+⅓W	− 962	− 890	+ 900	+ 1057	+ 998
φ	$1+\frac{440}{768} = 1.573$	$1+\frac{389}{727} = 1.535$	$1+\frac{60}{873} = 1.069$	$1+\frac{156}{984} = 1.158$	$1+\frac{119}{920} = 1.129$
u I	12300	11500	12800	13900	13500
u II	12500	11500	10100	12000	11000
u_1 I	15700	15000	24000	24000	24000
u_1 II	15000	13900	14100	16500	15600
E	− 705	− 360	+ 390	+ 455	+ 395
u_e	110.00	5600	6100	7100	6200

Suspended Span-Upper Chord

Member.	$U_0\,U_1$	$U_1\,U_2$	$U_2\,U_3$	$U_3\,U_4$	$U_4\,U_5$	$U_5\,U_6$
A	$\frac{158\text{ gr.}}{136\text{ net}}$	$\frac{158\text{ gr.}}{136\text{ net}}$	$\frac{224\text{ gr.}}{191\text{ net}}$	$\frac{224\text{ gr.}}{191\text{ net}}$	$\frac{242\text{ gr.}}{207\text{ net}}$	$\frac{242\text{ gr.}}{207\text{ net}}$
$\frac{l}{r}$	$\frac{686}{13.9} = 49$	$\frac{683}{13.9} = 49$	$\frac{680}{13.5} = 50$	$\frac{677}{13.5} = 50$	$\frac{676}{13.5} = 50$	$\frac{675}{13.5} = 50$
D	− 2400	− 2385	− 3415	− 3400	− 3700	− 3695
L	− 1098	− 1091	− 1582	− 1577	− 1717	− 1714
S	− 225	− 225	− 325	− 325	− 350	− 350
W	− 181	− 330	− 445	− 528	− 577	− 594
D+L+S	− 3723	− 3701	− 5322	− 5302	− 5767	− 5759
$D+1\frac{1}{2}L+S+\frac{1}{3}W$	− 4332	− 4356	− 6261	− 6266	− 6817	− 6814
φ	$1+\frac{2400}{3498}=1.686$	$1+\frac{2385}{3476}=1.686$	$1+\frac{3415}{4997}=1.683$	$1+\frac{3400}{4977}=1.683$	$1+\frac{3700}{5417}=1.683$	$1+\frac{3695}{5409}=1.683$
u	20200	20200	20200	20200	20200	20200
	23600	23400	23800	23700	23800	23800
u_1	24000	24000	24000	24000	24000	24000
	27400	27600	28000	28000	28200	28200
E	+ 380	+ 380				
ue	2800	2800				

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Suspended Span - Lower Chord.

Member		L_{0a}-L_1	L_1-L_2	L_2-L_3	L_3-L_4	L_4-L_5	L_5-L_6	
A		251 gr. 220 net	251 gr. 220 net	206 gr. 186 net	206 gr. 186 net	260 net	260 net	
$\frac{l}{r}$		$\frac{588}{12.15} = 48$	$\frac{675}{12.15} = 56$	$\frac{675}{12.6} = 54$	$\frac{675}{12.6} = 54$			
D		+ 210	+ 210	+ 2500	+ 2500	+ 3550	+ 3550	
L		+ 261	+ 261	+ 1167	+ 1167	+ 1646	+ 1646	
		− 18	− 18					
S		+ 20	+ 20	+ 235	+ 235	+ 335	+ 335	
W		+ 227	+ 625	+ 947	+ 1189	+ 1350	+ 1431	
D+L+S		+ 491	+ 491	+ 3902	+ 3902	+ 5531	+ 5531	
D+1½L+S+⅓W		+ 697	+ 829	+ 4801	+ 4881	+ 6804	+ 6831	
φ		$1+\frac{192}{489} = 1.393$	$1+\frac{192}{489} = 1.393$	$1+\frac{2500}{3667} = 1.682$	$1+\frac{2500}{3667} = 1.682$	$1+\frac{3550}{5196} = 1.683$	$1+\frac{3550}{5196} = 1.683$	
u	I	16700	16700	20200	20200	20200	20200	
	II	2230	2230	21000	21000	21300	21300	
u_1	I	24000	24000	24000	24000	24000	24000	
	II	3170	3770	25800	26200	26200	26300	
E		− 1790	− 1790					
u_e		7100	7100					

SUSPENDED SPAN:-

Vertical Posts.

Member-	L2-U2	L4-U4
A	134 gr. 119 net	78 gr. 70 net
$\frac{l}{r}$	$\frac{748}{10.7} = 70$	$\frac{792}{11.6} = 68$
D	− 1215	− 300
L	− 646	− 373
	+ 95	+ 235
S	− 100	− 15
W	0	0
D+L+S	− 1961	− 688
D+1½L+S+⅓W	− 2284	− 874
φ	$1+\frac{1120}{1956}=1.572$	$1+\frac{65}{908}=1.072$
u I	13400	9200
u II	14600	8800
u_1 I	17000	17200
u_1 II	17000	11200
E	− 540	
u_e	4000	

Main Diagonals.

U0-C1	C1-L2	U2-C3	C3-L4	U4-C5	C5-L6
204	191	118	114	75 met	94 gr. 82 net
					$\frac{1015}{11.2} = 91$
+ 3085	+ 2840	+ 1495	+ 1285	+ 445	+ 215
+ 1433	+ 1365	+ 834	+ 813	+ 509	+ 494
−	− 31	− 106	− 196	− 282	− 387
+ 285	+ 265	+ 145	+ 120	+ 45	+ 20
0	0	0	0	0	0
+ 4803	+ 4470	+ 2474	+ 2218	+ 999	+ 729
+ 5519	+ 5152	+ 2891	+ 2624	+ 1253	+ 976
$1+\frac{3085}{4518}=1.683$	$1+\frac{2809}{4236}=1.663$	$1+\frac{1389}{2435}=1.570$	$1+\frac{1089}{2294}=1.475$	$1+\frac{163}{1236}=1.132$	$\frac{387}{1096}=0.353$
20200	20000	18800	17700	13600	4240
23500	23400	21000	19400	13300	8900
24000	24000	24000	24000	24000	24000
27000	27000	24500	23000	16700	11900
+ 2155	+ 1870	+ 535			
10600	9800	4500			

SUSPENDED SPAN

Suspenders

Member-	Loa-Uo	L1-C1	L3-C3	L5-C5
A	50	42 net	42 net	42 net
$\frac{l}{r}$				
D	+ 340	+ 265	+ 255	+ 275
L	+ 471	+ 405	+ 458	+ 458
	− 17			
S	+ 40	+ 40	+ 45	+ 45
W	0	0	0	0
D+L+S	+ 851	+ 710	+ 758	+ 778
D+1½L+S+⅓W	+ 1086	+ 912	+ 987	+ 1007
φ	$1+\frac{323}{828}=1.390$	$1+\frac{265}{670}=1.396$	$1+\frac{255}{713}=1.358$	$1+\frac{275}{733}=1.375$
u I	16700	16800	16300	16500
u II	17000	16900	18000	18500
u_1 I	24000	24000	24000	24000
u_1 II	21700	21700	23500	24000
E	+ 340	+ 205	+ 110	
u_e	6800	4900	2600	

Diagonal Substruts

Loa-C1	L2-C3	L4-C5
49 gr.	53 gr.	53 gr.
$\frac{828}{10.15}=82$	$\frac{969}{11.55}=84$	$\frac{1016}{11.55}=88$
− 260	− 210	− 230
− 292	− 280	− 265
+ 24	+ 26	+ 21
− 25	− 25	− 25
0	0	0
− 577	− 515	− 520
− 723	− 655	− 652
$1+\frac{236}{376}=1.410$	$1+\frac{184}{516}=1.357$	$1+\frac{209}{516}=1.405$
13500	12700	13100
11800	9700	9800
15800	15600	15200
14800	12400	12300
− 305	− 535	
6200	10100	

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Table of Permissible Unit Strains for Compression Members.

p = permissible strain in lbs. pr. sq. in.

l = unsupported length of member in inches.

r = least radius of gyration in inches.

$p = 21000 - 90\frac{l}{r}$

$\frac{l}{r}$	P	$\frac{l}{r}$	P	$\frac{l}{r}$	P	$\frac{l}{r}$	P
30	18300	51	16410	72	14520	93	12630
31	18210	52	16320	73	14430	94	12540
32	18120	53	16230	74	14340	95	12450
33	18030	54	16140	75	14250	96	12360
34	17940	55	16050	76	14160	97	12270
35	17850	56	15960	77	14070	98	12180
36	17760	57	15870	78	13980	99	12090
37	17670	58	15780	79	13890	100	12000
38	17580	59	15690	80	13800	101	11910
39	17490	60	15600	81	13710	102	11820
40	17400	61	15510	82	13620	103	11730
41	17310	62	15420	83	13530	104	11640
42	17220	63	15330	84	13440	105	11550
43	17130	64	15240	85	13350	106	11460
44	17040	65	15150	86	13260	107	11370
45	16950	66	15060	87	13170	108	11280
46	16860	67	14970	88	13080	109	11190
47	16770	68	14880	89	12990	110	11100
48	16680	69	14790	90	12900	111	11010
49	16590	70	14700	91	12810	112	10920
50	16500	71	14610	92	12720	113	10830

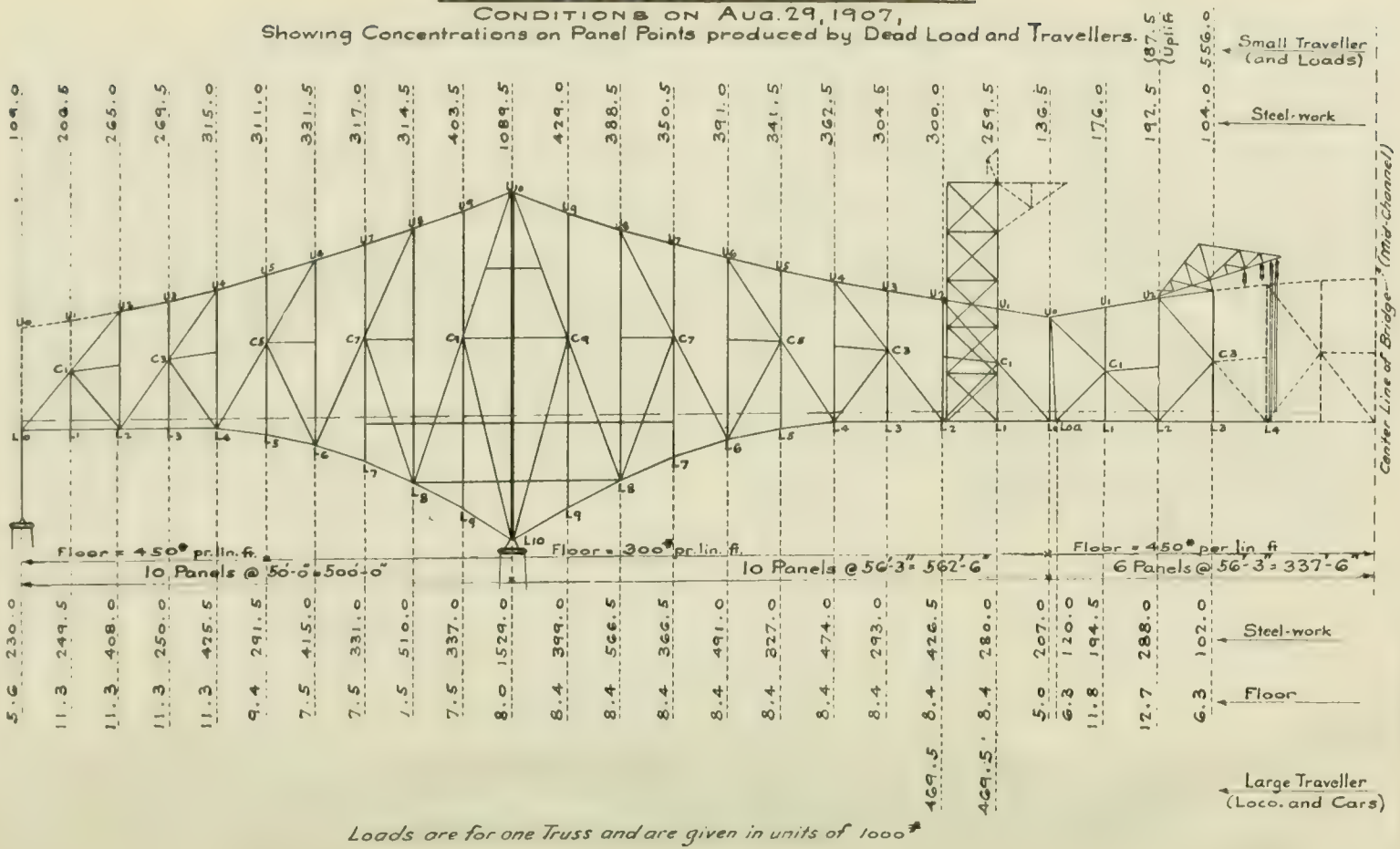
$p = 24000 - 100\frac{l}{r}$

$\frac{l}{r}$	P	$\frac{l}{r}$	P	$\frac{l}{r}$	P	$\frac{l}{r}$	P
30	21000	51	18900	72	16800	93	14700
31	20900	52	18800	73	16700	94	14600
32	20800	53	18700	74	16600	95	14500
33	20700	54	18600	75	16500	96	14400
34	20600	55	18500	76	16400	97	14300
35	20500	56	18400	77	16300	98	14200
36	20400	57	18300	78	16200	99	14100
37	20300	58	18200	79	16100	100	14000
38	20200	59	18100	80	16000	101	13900
39	20100	60	18000	81	15900	102	13800
40	20000	61	17900	82	15800	103	13700
41	19900	62	17800	83	15700	104	13600
42	19800	63	17700	84	15600	105	13500
43	19700	64	17600	85	15500	106	13400
44	19600	65	17500	86	15400	107	13300
45	19500	66	17400	87	15300	108	13200
46	19400	67	17300	88	15200	109	13100
47	19300	68	17200	89	15100	110	13000
48	19200	69	17100	90	15000	111	12900
49	19100	70	17000	91	14900	112	12800
50	19000	71	16900	92	14800	113	12700

REPORT ON QUEBEC BRIDGE. APPENDIX B.

CONDITIONS ON AUG. 29, 1907,

Showing Concentrations on Panel Points produced by Dead Load and Travellers.


Small Traveller (and Loads)
Steel-work
Center Line of Bridge (Mid-Channel)
Floor = 450# pr. lin. ft.
10 Panels @ 50'-0" = 500'-0"
Floor = 300# pr. lin. ft.
10 Panels @ 56'-3" = 562'-6"
Floor = 450# per lin. ft.
6 Panels @ 56'-3" = 337'-6"
Steel-work
Floor
Large Traveller (Loco. and Cars)

Loads are for one Truss and are given in units of 1000#

REPORT ON DESIGN OF QUEBEC BRIDGE BY C. C. SCHNEIDER.

APPENDIX C.

THEORY OF COLUMNS.

A REVIEW OF EXISTING LITERATURE AND EXPERIMENTS.

An ideal column with a straight axis and of uniform material, loaded in the direction of its axis, would fail in direct compression by crushing. In practice, a column will fail by buckling caused by lateral deflection.

Failure by direct compression or tension is caused by strains which exceed the resistance of the material. Since these strains are in direct proportion to the loads causing them, it became customary to measure the safety of a structure by the ratio of the working strain to the ultimate strength, instead of by the ratio of the permissible load to the load causing failure.

Failure by buckling, however, is not necessarily the result of overstraining the material, as the strains are not in direct proportion to the corresponding loads (see examples page 192), but depend upon certain conditions which influence the strength of a column considered as a member of a structure.

Perhaps the clearest conception of buckling can be obtained by considering it as the result of unstable equilibrium between the external and internal forces. Assuming a steel spring (Fig. 1) rigidly fixed at the bottom, and loaded at the top with a weight W, then the spring will slightly deflect laterally, but will remain in equilibrium. If W is gradually increased, a condition will be reached where equilibrium is no more possible, and the weight will drop suddenly. The spring has lost its supporting power at this moment of unstability, but the weight may go to the bottom without producing any excessive strains in the spring.

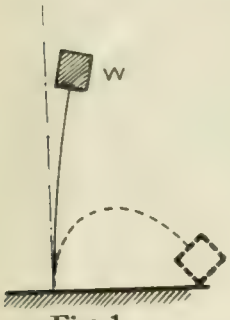


Fig. 1

The lateral deflection of a column is caused by an initial eccentricity as the load will not be exactly in the center, nor the axis be mathematically straight and the material uniform throughout the column, owing to irregularities in rolling, or caused by straightening, riveting, drifting, &c. (In an I-beam 8 feet long, Bauschinger found a variation of 5 per cent. in the elastic modulus and in the ultimate strength.)

This initial eccentricity and the deflection produced by it will cause bending and shearing strains in the column in addition to direct compression.

The *average* compressive strain obtained by dividing the buckling load—that is, the load under which the column fails—by the area of its section is called the *buckling strain.*

I. Long Columns.

In order to find a formula for the buckling strain, long columns which fail with a buckling strain within the elastic limit will first be considered. To apply to these the theory of elasticity is not strictly correct, as the maximum fibre strain may have exceeded the elastic limit; however, this, as will be shown later, affects the buckling load only very slightly. The true elastic limit for wrought iron and steel is almost identical with the limit of proportionality between strain and deformation.

Let it be assumed that an elastic column with hinged ends free to move in the direction of its original axis, and subjected to an axial load P, has been deflected laterally (see fig 2). Neglecting the shortening of the column and the influence of the shearing strains, and assuming $s = x$, the elastic line is represented by the differential equation

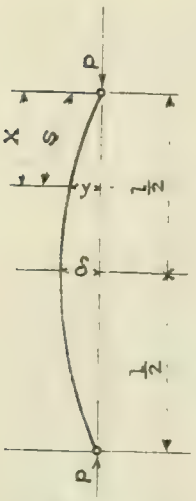


Fig. 2

$$\frac{d^2y}{dx^2} = \frac{M}{EI} \quad \ldots \ldots \ldots \ldots \ldots \ldots \quad (1)$$

where bending moment $M = Py$, I = Moment of Inertia of the section, and E = Modulus of Elasticity of the material of the column.

Twice integrating,

$$\text{then } y = \delta \sin x \sqrt{\frac{P}{EI}} \quad \ldots \ldots \ldots \ldots \quad (2)$$

where δ = deflection at the centre.

The elastic line, therefore, is a sinus curve

for $x = l$, and $y = o$, then from equation (2)

$$P_o = \pi^2 \frac{EI}{l^2} \quad \ldots \ldots \ldots \ldots \ldots \quad (3)$$

as the load which holds the internal strains in equilibrium.

This formula is known as Euler's formula, having been first introduced by Euler in 1759. Since this formula does not contain δ, P_o is the load which, after a lateral deflection is once started, may increase this deflection, and with it the fibre strain, rapidly and finally produce buckling. This buckling load, therefore, is independent of the strength of the material as long as E remains the same.

According to Euler's formula, a column made of steel containing 3 per cent nickel, with an ultimate strength about 50 per cent higher than ordinary carbon steel, could safely carry a load only about 4 per cent greater than an identical column made of ordinary carbon steel; that is, in proportion of the moduli of elasticity.

On account of the assumptions made in deriving formula (3), P_o does not correctly represent the buckling load. More correct formulae have been derived by Grashof, (Festigkeits Lehre, published 1866) who gives

$$P = \frac{\pi^2 EI}{l^2}\left(1 + \frac{\pi^2 \delta^2}{8 l^2}\right). \quad \ldots \ldots \ldots \ldots \quad (4)$$

and by Wm. Cain, (Trans. A. S. C. E., Vol. XXXIX.) who derives

$$\delta^2 = 16\left[\frac{l}{\pi}\sqrt{\frac{EI}{P}} - \frac{EI}{P}\right] \quad \ldots \ldots \ldots \ldots \quad (5)$$

An investigation of formulae (4) and (5) shows that if P exceeds $P_o = \frac{\pi^2 EI}{l^2}$, a certain deflection δ corresponds to the load P; but that a very small increase over P_o is sufficient to make the deflection excessive and cause failure; so that P_o can practically be regarded as the buckling load. In these formulæ for $\delta = o$, $P = P_o$, in Euler's formula; in other words, P_o represents the load under which bending just begins, so that for smaller loads than P_o the compressive strains are uniformly distributed over the section.

In formulae (3), (4) and (5), the initial eccentricity 'e' (fig. 3) has been assumed negligible as compared with the deflection δ. Investigation of the formula given on page 191 for eccentric loading shows that any load P, even below P_o, can produce deflection; but if the eccentricity 'e' is small, the buckling load will be only slightly smaller than P_o, although the maximum fibre strain produced thereby may be higher than the buckling strain. This is another reason for regarding P_o as the actual buckling load. A greater initial eccentricity will reduce the buckling load by giving fibre strains above the limits of safety.

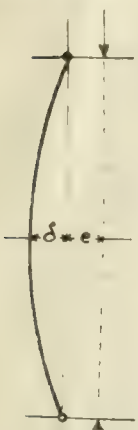


Fig. 3

On this basis, many attempts have been made to derive formulae giving the load which would cause failure by excessive fibre strains. (See J. M. Moncrieff, Trans. A. S. C. E., Vol., XLV.)

The yield point must be regarded as the highest safe fibre strain, because as soon as it is exceeded the deflection increases rapidly until finally failure occurs.

On the other hand, an initial bend in the column can counteract the initial eccentricity of the load, keeping the column in stable equilibrium even for a greater load than P_o. These cumulative influences explain the different actions of columns in testing as regards deflections and breaking loads.

As it is impossible to determine for every case the initial eccentricity, a buckling formula has to be derived for the case of an ideal, or nearly ideal column; provided this formula agrees with the results of experiments made under conditions as nearly as possible like those of the ideal column.

In determining the safe working load, the lowest test result should be used with a margin of safety.

Similar conditions occur in bending. The permissible strain for bending is derived from the ultimate strength with the provision that under the worst condition the fibre strain shall remain below the yield point.

Column tests, especially those with point bearings made by Tetmajer and Bauschinger, prove that for long columns, which fail with a buckling strain within the elastic limit, Euler's formula gives correct results. (See L. v. Tetmajer, 'Die Gesetze der Knickungs festigkeit,' 3rd edition, Leipzig and Wien, 1903, also, 'Mitteilungen der Materiel Prüfungsanstalt,' München, 1887, by Bauschinger.)

Euler's formula (3) does not give the greatest strains actually existing in a column. This has caused the introduction of various formulæ which apparently express the relation between the load and the corresponding greatest strain. Since, however, as has been seen, strains in buckling are very uncertain, all the formulæ based on strains contain one or more coefficients, the values of which have to be derived empirically from the buckling load of column tests. Dividing the buckling strain thus found by a factor of safety, the formulæ represent more or less correctly safe loads, but they do not give the actual safe unit strains.

One of these is the extensively used 'Rankine Formula.'

$$k_o = \frac{k_u}{1 + c\frac{l^2}{r^2}} \qquad \ldots\ldots\ldots\

The fact that it is possible to give k_u and c such values that k_o corresponds fairly well with observed buckling strains within the practical limits of $\frac{l}{r}$ makes the formula applicable to practical use. It thus becomes an empirical formula.

Dividing P_o by the area, Euler's formula takes the following form:—

$$k_o = \pi^2 E \frac{r^2}{l^2} \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad (7)$$

where k_o represents the buckling strain. Giving k_o the value of the elastic limit, and solving for $\frac{l}{r}$, the limit for Euler's formula is found to be

$$\frac{l}{r} = \pi \sqrt{\frac{E}{k_o}}$$

Tetmajer found the following values:—

For wrought iron with an elastic limit = 22,600, $\frac{l}{r} = 112$

soft steel " " = 27,100, $\frac{l}{r} = 105$

medium steel " " = 28,400, $\frac{l}{r} = 105$

and with $E = 28{,}450{,}000$, 30,580,000 and 32,000,000 respectively, Euler's formula becomes

$k_o = 280{,}800{,}000 \left(\frac{r}{l}\right)^2$ for wrought iron,

$k_o = 301{,}800{,}000 \left(\frac{r}{l}\right)^2$ " soft steel,

$k_o = 315{,}900{,}000 \left(\frac{r}{l}\right)^2$ " medium steel.

II. Short Columns.

Thus far this subject has been considered theoretically only, in order to give a clear account of the nature of buckling. Columns which fail with buckling strains above the elastic limit will now be considered. These include the majority of cases occurring in actual practice.

Since, as shown above, Euler's formula is limited, and is applicable to steel columns only whose $\frac{l}{r}$ exceeds 105, it appears desirable to consider the subject wholly from a practical standpoint and endeavour to find an empirical buckling formula based on experiments.

The first question to be considered is: What is the buckling strain for a very short column (theoretically $\frac{l}{r} = o$)?

Fig. 4 represents the typical deformation diagram for wrought iron or steel, the abscissas ϵ representing the elongations corresponding to the stresses k as ordinates. P denotes the limit of proportionality, or elastic limit, and Y the yield point. Up to the elastic limit, the modulus of elasticity E for wrought iron and steel is constant, but is variable for higher strains. If the values of E for strains above the elastic limit

were known and applied to Euler's formula, it would still express correctly the buckling load.

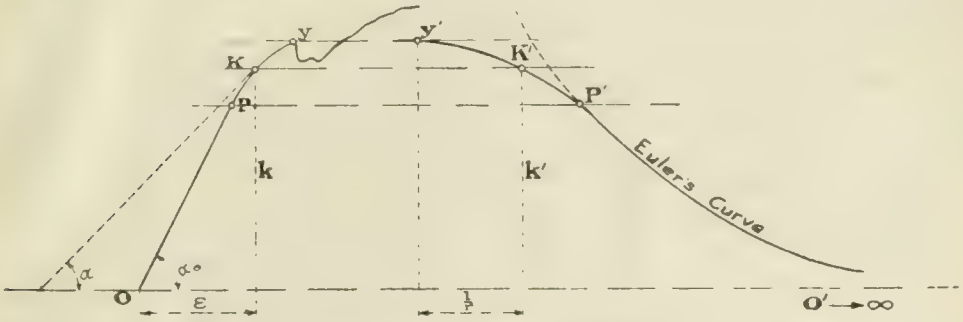


Fig. 4 Fig. 5

Drawing a tangent to the curve at a point K, the corresponding modulus of elasticity may be represented by

$$E = \frac{d\,k}{d\,\epsilon} = tg.\,a;$$

introducing this in Euler's formula and solving for $\frac{l}{r}$

$$\text{then } \frac{l}{r} = \pi \sqrt{\frac{tg.\,a}{k}}$$

This equation enables us to construct the curve of Fig. 5, where the abscissas represent the values $\frac{l}{r}$ and the ordinates the strains k. If point K travels on the straight line from O to P, E is constant $= E_0 = tg\ a_0$ and point K' follows Euler's curve from O' to P', the corresponding values of $\frac{l}{r}$ for point P' being those given on page 186.

If point K continues from P to Y, $tg\ a$ gradually decreases from $tg\ a_0$ to zero, while point K' travels over curve $P'\ Y''$ and $\frac{l}{r}$ gradually becomes zero.

This means that a very short column becomes unstable when the buckling strain reaches the yield point, since this is the point of first horizontal tangency. As is well known, the yield point, commercially called elastic limit, manifests itself in testing by the sudden drop of the test load.

Cast iron does not follow the law of proportionality, nor has it a yield point (see deformation diagram, fig. 6).

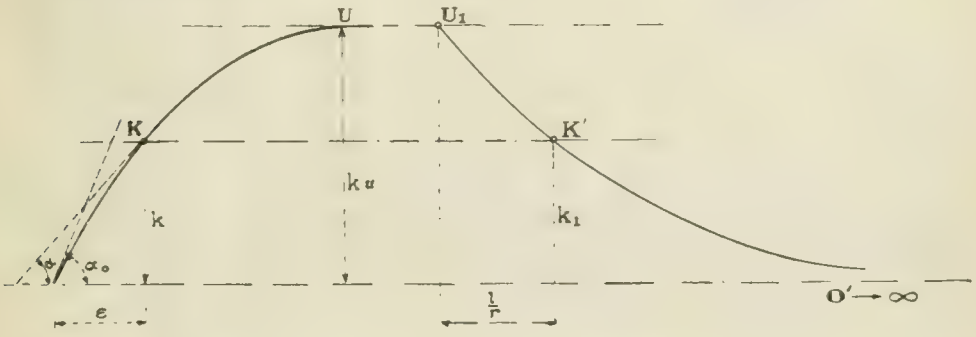


Fig. 6 Fig. 7

$tg\ a$ decreases from the point of zero strain, and becomes zero where the tangent to the deformation curve becomes horizontal; that is, at the point U of ultimate strength k_u. Point K' does not follow Euler's curve (fig. 7) but reaches U_1 for $\frac{l}{r} = O$ in a more regular parabolic curve. The buckling strain for very short columns $\left(\frac{l}{r} = O\right)$ is therefore equal to the ultimate strength. This explains the fact that short cast iron columns show a much higher resistance to buckling than wrought iron or ordinary steel columns.

If tests were made with short columns of very hard steel, in which the yield point and ultimate strength are close together, these tests would evidently also show a proportionately greater buckling strength than those of ordinary steel.

While some engineers are of the opinion that the ultimate strength in tension should be regarded as the buckling strain for $\frac{l}{r} = O$, others have recognized the yield point as this ultimate buckling strain. (See J. B. Johnson's 'Modern Framed Structures,' p. 159.)

What is generally called yield point (about 60 to 70 per cent of the ultimate strength for steel) is an apparent strain obtained from tension tests based on the original area of the bar. Since the area of the bar has decreased, the true yield point must be higher, and this is equal to the true yield point in compression. The apparent yield point in compression based on the original area of the compression member is still higher since in compression the area has increased and this yield point must be regarded as ultimate buckling strain, because the latter is also based on the original area.

Since the increase of the area is not known, the ultimate buckling strain must be found from tests. Undoubtedly a column of say $\frac{l}{r} = 5$ in the testing machine acts practically the same as one of $\frac{l}{r} = O$; that is, the strain is uniformly distributed up to the breaking point, since any accidental eccentricity would cause only very small bending strains. The buckling strains thus found can, therefore, be considered as the ultimate buckling strain for $\frac{l}{r} = O$.

Tetmajer found for this strain which he calls 'a kind of compressive strength, different from, but comparable to the crushing strength of cubes,' the following values:

	Lbs. per sq. in.
For wrought iron	$k_u = 43{,}100$
" soft steel	$k_u = 44{,}100$
" medium steel	$k_u = 45{,}700$

A rational column formula should contain these values as the limiting buckling strain for $\frac{l}{r} = O$ and give buckling strains decreasing from this limit with increasing $\frac{l}{r}$.

The curve representing this formula should, moreover, intersect Euler's curve at the point for which k_o is equal to the true elastic limit. As this latter strain as well as the yield point is more or less variable, even in the same material, it is evident that points P' and Y' (fig. 5) can be chosen within certain limits. Owing to the greatly varying test results, it is also evident that a great number of different curves can be drawn between points P' and Y' as representing approximately the average of the plotted test results.

For all practical purposes, the simplest curve is naturally the best and that is the straight line.

The writer considers that all these more or less complicated analytical formulæ (like Rankie's, &c.) are not justified. Analytical formulæ based on the theory of proportionality between the strain and deformation (with a constant E) cease to be correct for the buckling strains which are now being considered; and have been made applicable to the latter by merely choosing empirical coefficients.

The following publications contain the results of column tests and diagrams, with the results plotted and the different curves representing the formulæ. An examination will show that the straight line fits at least as well as any curve:—

1.—L. F. G. Bouscaren. Trans. A.S.C.E., Vol. IX.
2.—J. Christie, 'Experiments on the Strength of Wrought Iron Struts.' Trans. A.S.C.E., Vol. XIII.
3.—T. H. Johnson, 'On the Strength of Columns.' Trans. A.S.C.E., Vol. XV.
4.—C. A. Marshall. Trans. A.S.C.E., Vol. XVII.
5.—C. L. Strobel, 'Experiments upon Z-Iron Columns.' Trans. A.S.C.E., Vol. XVIII.
6.—Tests of Metals made at Watertown Arsenal. Vols. 1881, 1882, 1883, 1884 and 1885.
7.—A. Marston, 'On the Theory of the Ideal Column.' Trans. A.S.C.E., Vol. XXXIX.
8.—J. M. Moncrieff, 'The Practical Column.' Trans. A.S.C.E., Vol. XLV.
9.—Johnson, Bryan and Turneaure, 'The Modern Framed Structures.' 8th Edition, page 168.
10.—G. Lanza, 'Applied Mechanics,' page 416.
11.—L. v. Tetmajer, 'Die Gesetze der Knickungs festigkeit.' 3rd Edition, 1903.
12.—Prof. Bauschinger, 'Mitteilungen der Material prüfungsanthalt München.' 15th Vol.

The straight line formula

$$k_o = k_u - c\frac{l}{r} \quad \ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots \quad (8)$$

was first proposed in 1886 by T. H. Johnson (see Trans. A.S.C.E., Vol. XV.) and is now generally used. He derived it from tests of wrought and cast iron and steel columns made by Hodgkinson, Christie and others under greatly varying conditions, and proposed for columns with round ends, the following buckling strength:—

Wrought iron, $42{,}000 - 203\frac{l}{r}$, upper limit $\frac{l}{r} = 138$

Carbon 0·12%, soft steel, $52{,}500 - 284\frac{l}{r}$, " $\frac{l}{r} = 123$

" 0·36%, hard steel, $80{,}000 - 534\frac{l}{r}$, " $\frac{l}{r} = 100$

They represent straight lines drawn from k_u tangent to Euler's curve. By referring to the above-mentioned tests, it is evident that k_u is too high for steel, while the point of meeting Euler's curve is too low. A less inclined line, taking the former point lower and the latter higher would give more correct results.

Based on his own numerous tests of wrought iron and steel columns with point bearings, L. v. Tetmajer introduced a stright line formula, at the same time proving the correctness of Euler's formula for buckling strains lower than the elastic limit.

(See 'Mitteilungen der Material Prüfungsanstalt, Zürich,' Vol. VIII, also L. v. Tetmajer, 'Die Gesetze der Knickungs festigkeit,' 3rd part, 1903.) He proposed for

$$\text{Wrought iron, } k_o = 43{,}100 - 183\ \frac{l}{r},\ \frac{l}{r} \lessgtr 112$$

$$\text{Ultimate strength} < 57{,}000\text{, soft steel, } \quad k_o = 44{,}100 - 162\ \frac{l}{r},\ \frac{l}{r} \lessgtr 105.$$

$$\text{“ } \quad > 57{,}000\text{, medium steel, } k_o = 45{,}700 - 165\ \frac{l}{r},\ \frac{l}{r} \lessgtr 105$$

Since steel columns with $\frac{l}{r} > 105$ are used for unimportant parts only, and the difference between Euler's and the straight line formula is only small for $\frac{l}{r}$ from 105 to 120 (which is generally the practical limit), it is justifiable to use the straight line formula throughout.

The permissible unit strain for tension is usually deduced from the ultimate strength; while that for compression must be deduced from the considerably lower buckling strain. For compression therefore, a smaller factor of safety is permissible than for tension, since the strains in either case must remaiin with a margin of safety below the true yield point.

If, in accordance with usual practice, a unit strain of 16,000 pounds per square inch in tension for structural steel (55,000 to 65,000 ultimate strength) is used,the same strain is permissible for a column with $\frac{l}{r} = O$ in compression. For longer columns, this strain has to be reduced by the formula in order to have the same factor of safety for all ratios of $\frac{l}{r}$. The formula for the permissible unit strain

$$s_o = 16000 - 70\ \frac{l}{r} \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad (9)$$

which was adopted by the Committee on Steel Structures of the American Railway Engineering and Maintenance of Way Association will allow a safety of about 3.

Thus far only the case of a column with ends free to rotate has been considered. This case, however, does not occur in practice; the ends will always offer more or less resistance to turning. All cases, however, can be treated similarly by assuming the so-called buckling length; that is, the distance between points of contraflexure.

The assumption of the buckling length is mainly a matter of practical judgment, since in practice no column will correspond either to theory or to experiments.

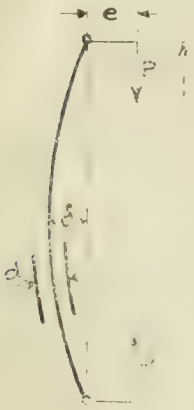
For compression members with hinged ends, the friction of the hinges should be entirely neglected and even for compression members with riveted, and, therefore, partly fixed ends, the free buckling length should not be assumed less than the distance between connections on account of the secondary strains due to the elastic deformation of the truss. These secondary strains, as will be seen from Appendix D, are the result of bending moments which may partly or entirely counteract the fixity of the ends.

III. The Eccentrically Loaded Column.

Since in practice a column is always more or less eccentrically loaded, this case must be considered in order to determine to what degree an eccentricity can affect the buckling load of the ideal column. This will also show the increase of the fibre strains when the load increases. Of course, only comparatively small eccentricities are considered; such as may occur in compression members of trusses.

In a column loaded eccentrically and parallel to the original axis, the deflection δ can be accurately determined; hence also the bending moments and the fibre strains, provided the latter do not exceed the limit of proportionality. In order to get comparative figures, however, the following formula will be used for strains up to the yield point:—

With the notations of fig. 8, the extreme fibre strain k can be expressed by the well-known Navier formula



$$k = k_o \left[1 + \frac{(e+\delta)\, d}{2\, r^2} \right] . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad (10)$$

and the deflection by the formula

$$\delta = \frac{e}{\pi^2 \frac{E}{k_o} \frac{r^2}{l^2} - 1} \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad (11)$$

where 'e' is either an initial eccentricity or an initial bend and k_o the load per square inch.

This formula shows that however small the eccentricity 'e' may be, the deflection δ will increase to excessive proportions and the column will fail absolutely when the denominator approaches zero.

$$\text{But } \pi^2 \frac{E}{k_o} \frac{r^2}{l^2} - 1 = O$$

is nothing else than Euler's formula, and it is seen at once that for very small 'e,' δ, and with it the fibre strain, becomes unsafe only in case the load approaches k_o of Euler's formula.

Assuming that the column would fail when the maximum fibre strain reaches the yield point (according to Tetmajer's tests of eccentrically loaded columns this assumption is justified); that is, making k of equation (10) equal to the yield point and introducing the value of δ from formula (11) into equation (10), then an expression for the breaking load is found by solving for k_o.

A few examples, however, will better illustrate the relation between load and strains than the investigation of such a formula.

For all examples, a column composed of 15-in. [?s, 33 lbs. will be assumed with $r=5{\cdot}62$ in. and $d=15$ in. and $\pi^2E=300{,}000{,}000$.

$\frac{l}{r}$	Buckling strain for axial load.	Safe buckling strain, $16{,}000-70\frac{l}{r}$	Assumed eccentricity. e	Assumed load in lb. p. sq. in. k_o.	Deflection. δ	$e+\delta$	Bending strain k_c.	Maximum fibre strain k_u.
			In.		In.			
	$\pi^2E\left(\frac{r}{l}\right)^2$	.....	0·1	7,600	0·06	0·16	300	7,900
				10,000	0·09	0·19	500	10,500
				15,000	0·25	0·35	1,200	16,200
				18,000	0·62	0·72	3,000	21,000
				20,000	2·5	2·6	9,500	29,500
				7,600	0·6	1·6	2,900	10,500
				10,000	0·9	1·9	4,500	14,500
120	20,800	7,600	1·0	15,000	2·5	3·5	12,500	27,500
				17,700	5·5	6·5	27,300	45,000
				7,600	2·9	7·9	14,200	21,800
			5·0	10,000	4·6	9·6	22,700	32,700
				12,000	6·8	11·8	33,500	45,500
				10,400	0·03	0·13	300	10,700
	$45{,}000-160\frac{l}{r}$	.....	0·1	20,000	0·07	0·17	800	20,800
				30,000	0·18	0·28	2,000	32,000
				10,400	0·29	1·29	3,200	13,200
80	32,200	10,400	1·0	20,000	0·74	1·74	8,200	28,200
				28,000	1·47	2·47	16,500	44,500
				10,400	1·45	6·45	15,800	25,800
			5·0	16,500	2·7	7·7	30,000	46,500
				13,200	0·08	1·08	3,300	16,500
	$45{,}000-160\frac{l}{r}$	.....	1·0	20,000	0·12	1·12	5,300	25,300
				30,000	0·19	1·19	8,500	38,500
				13,200	0·38	5·38	16,800	30,000
40	38,600	13,200	5·0	20,000	0·60	5·60	26,500	46,500

The loads underlined are approximately the buckling strains caused by excessive fibre strains.

Applying the foregoing to a straight column apparently centrally loaded, it is seen at once that its safety cannot be judged by merely comparing the working load (including impact, if any) with the buckling load, but that also the possibility of an eccentricity must be considered, since under unfavourable conditions the maximum fibre strains may become excessive under the working load. It is, however, not necessary to keep these strains within the same limits as allowed for tension or direct compression, but is sufficient if they remain within the yield point, since they are only accidental.

In this respect, columns differ from beams or tension members, as for these load and strain are in direct proportion so that only the one condition has to be fulfilled to keep the working strain, under the most unfavourable condition, within the yield point.

What should be considered as the most unfavourable condition as to eccentricity is a matter of judgment. But from the foregoing examples, it is evident that for columns of lengths such as used in practice there is sufficient safety against excessive accidental fibre strains when using for static loads the permissible unit strain given

by the formula $16{,}000 - 70\ \frac{l}{r}$, since the eccentricities which would cause excessive fibre strains under the working load are evidently greater than those likely to occur in good practice.

It must be remembered that the column with frictionless hinged ends is considered here. In practice more or less fixity of the ends counteracts the influence of a possible eccentricity; that is, the free buckling length will be reduced, unless the eccentricity is excessive, or secondary strains are likely to occur.

In good practice, the latter cases should be carefully considered and, if found of importance, special provision should be made in designing the column.

The writer has endeavoured to treat this subject merely from a practical standpoint, applying theory only so far as necessary to explain some fundamental principles, as the many elaborate theories advanced on this subject have been productive of more or less confusion.

Considering that static computations are only approximations in any case, the writer is of the opinion that our knowledge of the behaviour of compression members under strain is sufficient to enable us to design columns with as much approach to accuracy as any other member of a structure subject to bending. Additional tests on large columns, corresponding to those used in modern practice, made under the supervision of experienced experimenters, would tend to further reduce the factor of ignorance on this subject.

THE DESIGN OF LATTICING OF COLUMNS.

If a column is made up of several shapes or parts, they have to be connected in such a manner that they will act as a unit. In an ideal column each part would take its share of the load and no connection would be required. In practice, however, as stated before, bending will occur before the buckling load is reached, causing shearing strains which have to be transferred through the connections, as latticing, tie plates or cover plates. These connection parts have, therefore, to perform the same function as the web of a girder or the web system of a truss. It has also been previously explained that, due to the variety of causes producing an initial eccentricity, it is not possible to figure exactly the bending strains caused by a given load, not even at the time of breaking. And, since the shearing strains depend on the bending strains, the same uncertainty applies to these. The design of latticing, therefore, will remain largely a matter of practical judgment like the design of other details, until by means of numerous comparative tests, an empirical basis can be established.

There is, however, a rational method of dimensioning latticing analytically, which agrees well with actual examples found in existing bridges of usual dimensions.

When a column is bending the maximum fibre strain will exceed the average buckling strain, the difference being the bending strain. As a very short column theoretically ($\frac{l}{r} = O$) will fail when the *average* buckling strain has reached the yield point, while a longer column whose *maximum* fibre strain has reached the yield point, will deflect rapidly and fail under a small increase of the load, it is reasonable to assume that a column will fail by buckling when the maximum fibre strain reaches the yield point; in other words, when the bending strain is equal to the difference between the yield point and the buckling strain.

Extremely long columns which may buckle without their fibre strain reaching the yield point (see example given for a steel spring) are not used in structural work and are, therefore, beyond the scope of this investigation.

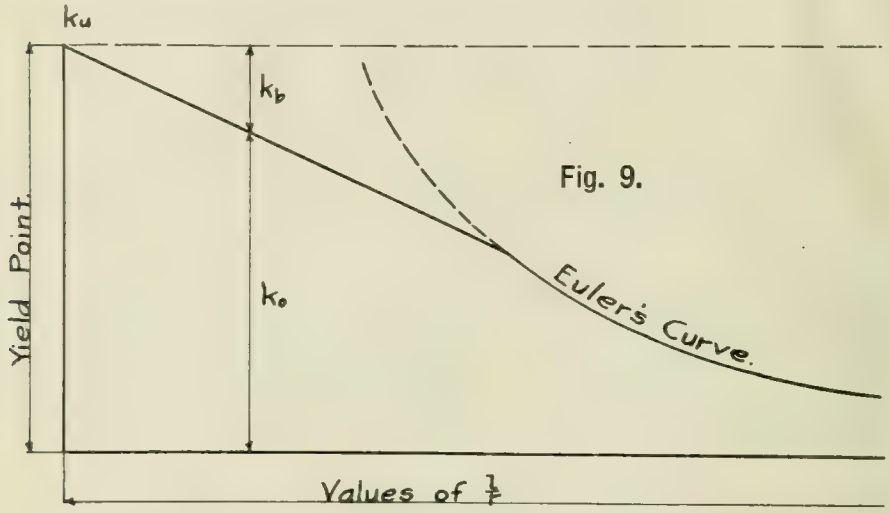


Fig. 9.

In the straight line formula $k_o = k_u - c\ \frac{l}{r}$, the bending strain is therefore, $k_b = c\ \frac{l}{r}$, represented in the diagram of buckling strains (fig. 9) by the ordinates between the buckling curve k_o and the horizontal line through the yield point k_u.

It is evident that every part of the column must be able to resist the bending corresponding to the strain k_b, as otherwise its full strength would not be developed.

Some lacing bars are in compression and others in tension. Those in compression must be treated in the same way as the column; using the same unit strain k_u, but reduced according to their $\frac{l}{r}$. Those in tension become ineffective when they stretch, as their elongation would permit a sudden increase in the deflection of the column and have, therefore, to be proportioned for the yield point in tension. A column thus proportioned has a uniform resistance against failure in all its parts, and if, instead of the respective yield points, the same permissible unit strains are used in proportioning column and latticing, a uniform safety is obtained for the column as a whole.

In order to find the shear due to the bending, the shape of the axis of the deflected column has to be assumed. As mentioned before, the elastic line of an axially loaded column is a sinus curve. If, however, the column has an initial eccentricity, the elastic line will approach a circular curve the more the greater the eccentricity compared to the resulting deflection. We will, therefore, assume the elastic line as a parabola which lies between the two curves. (Fig. 10.)

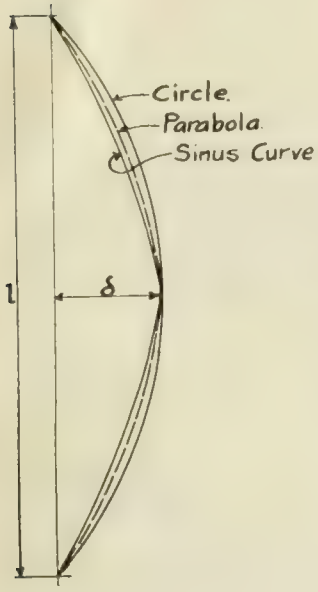


Fig. 10.

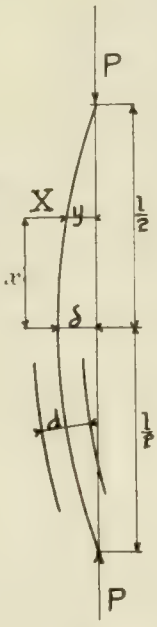


Fig. 11.

The equation of the elastic line with the notations taken from fig. 11 will then be

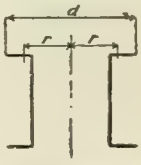
$$y = x^2 \frac{4\delta}{l^2} \quad \text{and} \quad \frac{dy}{dx} = \frac{8\delta}{l^2} x$$

The maximum bending strain we have assumed as

$$k_b = c \frac{l}{r}, \text{ which must be equal to} =$$

$$\frac{M \text{ max}}{R} = \frac{P\delta}{R}$$

where R = Moment of Resistence = $\frac{2\,ar^2}{d}$, a = area, r = radius of gyration, d = width of column.



Therefore we have

$$M \text{ max} = R\ c\ \frac{l}{r} = 2\ c\ \frac{ar}{d}\ l = P\delta$$

Since the bending moment at any point X is $M = Py$, the shear at the same point is

$$S = \frac{dM}{dx} = P\ \frac{dy}{dx} = \frac{8\ P\delta}{l^2}\ x$$

Substituting for $P\delta$ the value given above, we get

$$S = 16\ xc\ \frac{ar}{dl} \quad \ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots \quad (1)$$

and for $x = \frac{l}{2}$

$$S \text{ max} = 8\ c\ \frac{ar}{d} \quad \ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots \quad (2)$$

NOTE.—'r' is the radius of gyration laterally and d the width of the member, also laterally; that is, in the plane of the lacing. The 'a' is not the actual area used, but is the area required for the lateral radius of gyration and the corresponding l. In ordinary cases, however, the actual area can be used as 'a.'

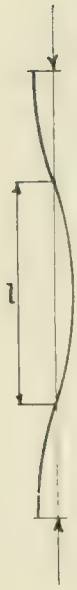


Fig. 12.

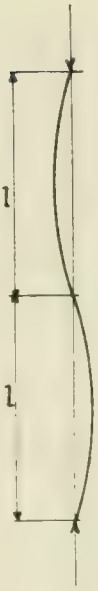


Fig. 13.

From equation (1), it follows that the shear decreases toward the middle of the column. In practice, however, the ends are always more or less fixed so that the elastic line will take the shape shown in fig 12 or fig. 13, and l will be the distance between points of contraflexure.

Since S max (according to equation (2)) is entirely independent of the length of the column, and since it occurs at the point of contraflexure, it follows, that it may occur at almost any point. The latticing should, therefore, be proportioned for the maximum shear throughout the entire length of the column.

The following gives the proportioning of various systems of column latticing:—

Fig. 14.

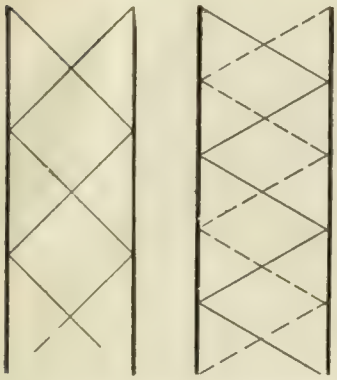
(1) If the column consists of two segments (fig. 14) connected by one system of single lacing bars, the shear S (under which we will now always understand S max) has to be taken up by one bar. The required area A of the bar is

$$A = \frac{S}{k} \sec \alpha \text{ and since } S = 8\,c\,\frac{ar}{d}$$

$$A = 8\,\frac{c}{k}\,\frac{ar}{d} \sec \alpha \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad (3)$$

k being the yield point in tension for a tension bar, and $k = k_u - c\,\frac{l}{r}$ for a compression bar; $\frac{c}{k}$ being a constant for the same bar, the size of the bar is a function of the properties of the column section only, and does not depend on the column length or on any strains. We can, therefore, in any given case, without knowing the column load and the permissible unit strain, judge if the latticing be sufficient for the section of the column. Thus we follow the accepted practice of designing the connections to develop the full strength of the member. Since the strains have only relative values, the permissible unit strains of 16,000 pounds for tension and $(16{,}000 - 70\,\frac{l}{r})$ for compression will be used hereafter instead of the final values of k given above.

Fig. 15. Fig. 16.



If the system is double (fig. 15), or single and on two sides of the column (fig. 16), the area required in the bar is, of course, only half of that given by formula (3).

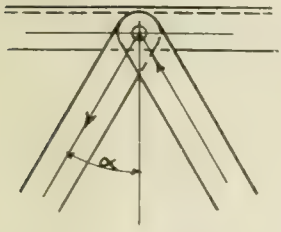
To find the number of rivets N required to connect the lattice bar, we have to remember that the allowed unit for shear is assumed $\frac{3}{4}$ of that in tension. If A_r = area of rivet, and A the net area required in the tension bar, we have

$$A = \frac{3}{4} N A_r, \text{ from which}$$

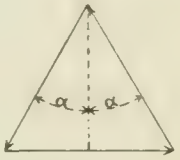
$$N = \frac{4}{3} \frac{A}{A_r} \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad (4)$$

If the bars are connected by one rivet as in fig. 16, this rivet transmits the resultant of the two lattice strains. The strain on one bar is

Fig. 17.



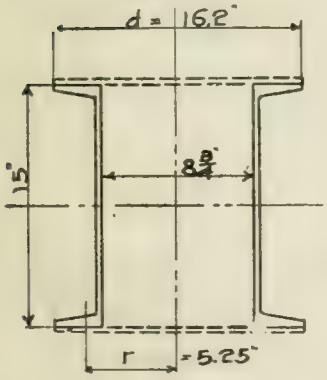
If the bars are connected by one rivet as in fig. 17, the rivet transmits the resultant of the two lattice strains.



The strain on one bar for single latticing on both sides is

$$S \frac{\sec \alpha}{2}$$

Fig. 18.



Example:—

Column section 2 – 15-in. ['s 50 lbs. (fig. 18)

We will assume that the area 'a' required for buckling in either direction be the same: $a = 29{\cdot}4$ sq. in. and that the column shall have single lacing of $\alpha = 30°$ on both sides.

$$\text{For } \frac{c}{k} = \frac{70}{16{,}000} = 0{\cdot}0044$$

since sec $\alpha = 1{\cdot}16$, we find by formula (3) the net area of one bar.

$$A = \tfrac{1}{2} \times 8 \times 0{\cdot}0044 \frac{29{\cdot}4 \times 5{\cdot}25}{16{\cdot}2} \times 1{\cdot}16 = 0{\cdot}195 \text{ sq. in.}$$

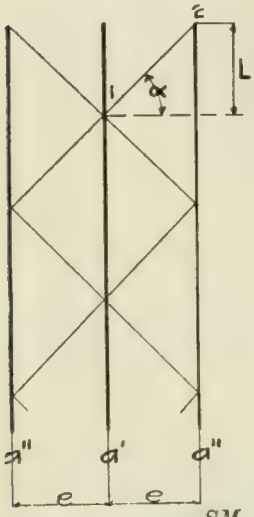
1 bar $2\frac{1}{2} \times \frac{3}{8} = 0{\cdot}56$ square inch will be ample.

Number of $\frac{7}{8}$-in. rivets required $= N = \frac{4}{3}\ \frac{0{\cdot}195}{0{\cdot}6} = 0{\cdot}43$

per bar use one for 2 bars as in Fig. 17.

2.—*Columns with 3 Webs:* (Fig. 19.)

Fig. 19.



Required area of column $a = a' + 2a''$, where a' and a'' are the actual areas of the ribs reduced in proportion of the total required area 'a' to the actual area.

The longitudinal shear S' between two ribs for one panel length L has to be taken up by the diagonal 1 – 2 of that panel.

The longitudinal shear per lineal inch is found from the transverse shear S by formula

$$t = \frac{SM}{I} = \frac{SM}{ar^2}$$

where M = Static Moment of the outer rib about the column axis $= a''e$, e being the distance of *centre of gravity* of the rib from the column axis.

't' of course decreases with S towards the point of maximum deflection, and S' could be found by integration for the length L. The error will, however, be small if we assume 't' constant for one panel length. We then get

$$S' = tL = \frac{SM}{ar^2}L = 8c\,\frac{ML}{dr}\left(\text{since } S = 8c\,\frac{ar}{d}\right) \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad (5)$$

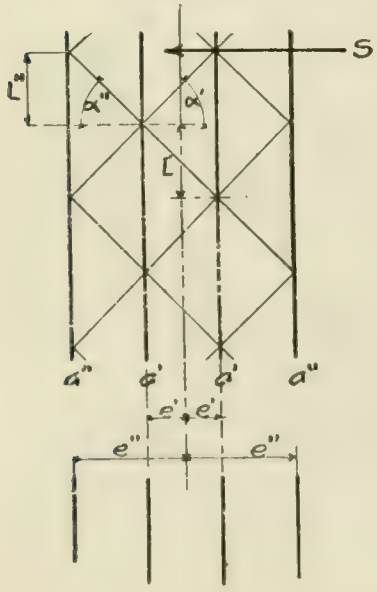
and the area of the bar required.

$$A = \frac{S'}{k}\,\text{cosec}\,\alpha = 8\,\frac{c}{k}\,\frac{ML}{dr}\,\text{cosec}\,\alpha \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad (6)$$

or, $\frac{1}{2}$ of this if there are two sides of latticing.

3.—*Columns with 4 Webs:*

Fig. 20.



Required area of column $a = 2\ (a' + a'')$ (Fig. 20 shows a complete system of latticing for this case).

The longitudinal shear between the outer and inner rib for one panel length L'' is equal to

$$S'' = \frac{SM''}{ar^2}L'' = 8c\,\frac{M''L''}{dr} \quad . \quad . \quad (7)$$

where $M'' =$ Static Moment $a''e''$.

Therefore, area of outer bar required

$$A = \frac{S''}{k}\,\text{cosec}\,\alpha'' = 8\,\frac{c}{k}\,\frac{M''L''}{dr}\,\text{cosec}\,\alpha'' \quad (8)$$

or, $\frac{1}{2}$ of this when there is latticing on two sides.

Correspondingly, we find for the latticing between the inner ribs

$$S' = 8c\,\frac{M'L'}{dr} \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad (9)$$

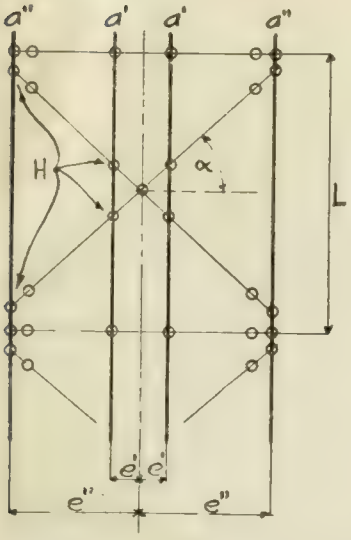
and the area of the inner bar required

$$A = \frac{S'}{k}\,\text{cosec}\,\alpha' = 8\,\frac{c}{k}\,\frac{M'L'}{dr}\,\text{cosec}\,\alpha' \quad . \quad (10)$$

where $M' =$ Static Moment $a''e'' + a'e'$.

LATTICING OF THE LOWER CHORD (L-9) OF THE QUEBEC BRIDGE.

Fig. 21.



The top latticing as sketched in Fig. 21 (the circles indicating rivets) will first be considered.

The latticing angles between the outer and inner web practically form a complete system, only insignificant bending on the ribs being caused by the centre lines of the diagonals not meeting at the centre line of the ribs. We can apply formula (8) on page 198, to find the area which would be required in these angles, assuming hinges at points *H*.

Let it be assumed that the actual area has been found by the formula $16{,}000 - 70\,\frac{l}{r'}$, where r' is taken parallel to the webs. This area must be multiplied by $\dfrac{16{,}000 - 70\,\frac{l}{r'}}{16{,}000 - 70\,\frac{l}{r}}$ in order to find the area 'a' required for buckling laterally. The actual area is 781 square inches, $r = 19{\cdot}7$ ins., $l = 684$ ins., $r' = 16{\cdot}1$

Therefore

$$a = 781\ \frac{13{,}000}{13{,}600} = 746 \text{ sq. in.}$$

and $a' = a'' = \dfrac{a}{4} = 186{\cdot}5$ sq. in.

$e' = 5{\cdot}8$ in., $e'' = 27{\cdot}2$ in., $d = 67{\cdot}5$ in., $L = 73$ in.
$M'' = a''e'' = 5{,}070$.

$$S'' = 8 \times 70 \times \frac{5070 \times 73}{67{\cdot}5 \times 19{\cdot}7} = 156{,}000 \text{ lbs.}$$

Area of one diagonal required

$$A \text{ net} = \frac{1}{4}\ \frac{156{,}000}{16{,}000} \times 1{\cdot}4 = 3{\cdot}40 \text{ sq. in.}$$

$$A \text{ gross} = A \text{ net}\ \frac{16{,}000}{13{,}700} = 3{\cdot}97 \text{ in. gross.}$$

Actually used:

1 angle 4 x 3 x $\frac{3}{8}$ = 2·5 sq. in. gross = 1·1 sq. in. net, as one leg of one angle is cut off at the intersection at centre. Number of $\frac{7}{8}$-in. rivets required in one angle

$$N = \frac{4}{3}\ \frac{3{\cdot}40}{0{\cdot}6} = 8$$

Actual number of rivets used = 2.

Between the two inner ribs, there is no complete lattice system; the intersecting diagonals have to transmit the longitudinal shear S' of one panel length L, which can be found by formula (9).

$$M' = \frac{a}{4}(e' + e'') = 6060$$

$$S' = 8 \times 70 \frac{6060 \times 73}{67{\cdot}5 \times 19{\cdot}7} = 186{,}000 \text{ lbs.}$$

Area of one diagonal required.

$$A \text{ net} = \frac{1}{4} \frac{186{,}000}{16{,}000} \times 1{\cdot}4 = 4{\cdot}07 \text{ sq. in.}$$

Actual effective area as above = 1·1 sq. in.

Besides there are secondary strains in the lattice angles owing to their continuity, the riveted end connections and the presence of the lateral struts.

The rivets at the inner rib have to transmit the shear

$$S' - S'' = 30{,}000$$

Their number should be

$$N = \frac{1}{2} \frac{4}{3} \frac{30{,}000}{16{,}000} \frac{1}{0{\cdot}6} = 2 \text{ rivets, } \tfrac{7}{8}\text{-in. diameter.}$$

Actually used, 2 rivets $\frac{7}{8}$-in. diameter.

In consideration of these results, the lattice diagonals and their connections are decidedly too weak. It is evident that even under conservative loads certain parts must have been overstrained.

The bottom lacing is somewhat better. The tie plate at the intersection of the angles takes the longitudinal shear and is connected by 4 rivets to *each* rib.

APPENDIX D.

SECONDARY STRAINS IN TRUSSES OF QUEBEC BRIDGE.

In figuring the primary or direct strains in a truss, the truss members are assumed connected to each other by frictionless hinges. This condition is never realized; the members being either riveted and, therefore, unable to turn at their ends, or hinged, which, on account of friction, will permit only a partial turning.

When the truss deflects under the load, the angles between members tend to change. This change, however, cannot take place without bending the members at their ends, which produces bending strains in addition to the direct strains.

These bending strains are called secondary strains. On account of the labour involved in computing these strains, as they can only be determined after the trusses have been designed for the primary strains, they are considered only in rare cases; but provision for them is generally made in the adopted margin of safety.

It would be of no value to compute the secondary strains in every case, since they amount to about the same percentage of the primary strains for trusses of the same type and ordinary spans. They should, however, be carefully considered in unusual designs and in members of unusual proportions.

The secondary strains will depend largely upon the methods of manufacture and erection. In designing, the most unfavourable conditions should be considered; using, however, for the combined strains higher permissible unit strains, which may be the higher the greater the ratio of the secondary strain to the direct strain.

In order to get the maximum secondary strains for all members, different cases of loading should be considered; but generally one case, for instance, that of a total load, will suffice to show their possible magnitude. The secondary strains are the greater the deeper the member, since a bending of the ends has less effect on a slender bar than on a wider member.

As it would lead too far to give here a general theory of secondary strains, only the method followed in computing these strains in the lower chord of the Quebec bridge will be shown.

GENERAL THEORY.

The lower chord of the truss is continuous over the entire length of anchor and cantilever arms; while all the other members are pin-connected. For the present, the friction of the pins will be neglected; all the members connected to the lower chord will, therefore, be considered as turning freely at their ends and receiving no secondary strains under any load. If the lower chord sections, like the other members, were free to turn at their ends, the original angles ζ_1, ζ_2, ζ_3 (see Fig. 1) between two adjacent sections would change under a given load to $\zeta_1 + \Delta\zeta_1$, $\zeta_2 + \Delta\zeta_2$, $\zeta_3 + \Delta\zeta_3$. The change

$\triangle\zeta_3$ at panel point L_3 is equal to the sum of the changes $\triangle a_1$, $\triangle a_2$, $\triangle a_3$, and $\triangle a_4$ of the angles a_1, a_2, a_3, a_4.

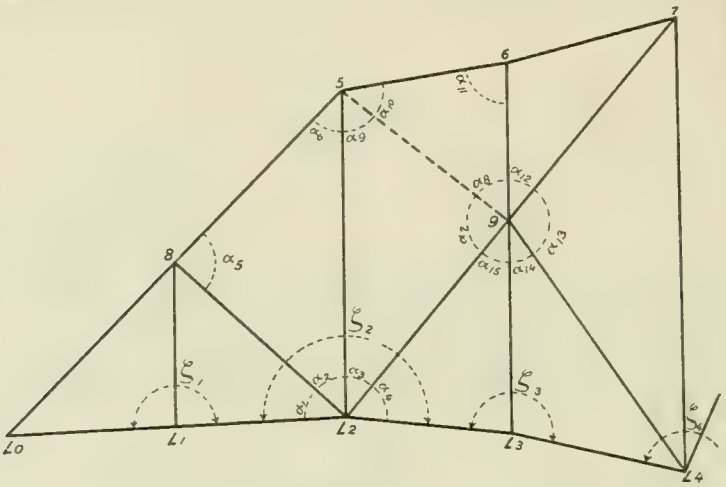


Fig. 1.

The changes $\triangle a$ in any triangle of the truss, for instance, those in 2 – 5 – 8, are given by the following three equations:—

$$\left.\begin{aligned} E \triangle a_2 &= (S_{8-5} - S_{5-2}) \text{ ctg. } a_5 + (S_{8-5} - S_{5-2}) \text{ ctg. } a_8 \\ E \triangle a_5 &= (S_{5-2} - S_{8-5}) \text{ ctg. } a_8 + (S_{5-2} - S_{8-2}) \text{ ctg. } a_2 \\ E \triangle a_8 &= (S_{8-2} - S_{5-2}) \text{ ctg. } a_2 + (S_{8-2} - S_{8-5}) \text{ ctg. } a_5 \end{aligned}\right\} \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad (1)$$

in which S_{8-5}, S_{8-2} and S_{5-2} are the direct unit strains from the given load in the members 8-5, 8-2 and 5-2 forming the triangle, and E = Modulus of Elasticity. The change $\triangle a_9$ in the trapezoid 2 – 9 – 6 – 5 is obtained as follows:—

Let the trapezoid be divided into two triangles by a diagonal 5 – 9 and apply to these triangles the above equations as follows:—

$$\begin{aligned} E \triangle a_7 &= (S_{2-5} - S_{2-9}) \text{ ctg. } a_3 + (S_{2-5} - S_{5-9}) \text{ ctg. } a_9 \\ E \triangle a_8 &= (S_{5-6} - S_{6-9}) \text{ ctg. } a_{11} + (S_{5-6} - S_{5-9}) \text{ ctg. } a_{10} \end{aligned}$$

from which the imaginary strain in the assumed diagonal is found:

$$S_{5-9} = \frac{(S_{2-5} - S_{2-9}) \text{ ctg. } a_3 + (S_{5-6} - S_{6-9}) \text{ ctg. } a_{11} + S_{2-5} \text{ ctg. } a_9 + S_{5-6} \text{ ctg. } a_{10} - E(\triangle a_7 + \triangle a_8)}{\text{ctg. } a_9 + \text{ctg. } a_{10}} \quad (2)$$

wherein

$$E(\triangle a_7 + \triangle a_8) = -E(\triangle a_{12} + \triangle a_{13} + \triangle a_{14} + \triangle a_{15})$$

This enables use to determine $\triangle a_3$ from the triangle 2 – 5 – 9. In this way will be determined all the changes $\triangle \zeta$ which would take place under a given load, assuming that the lower chord sections were free to turn at their ends. Owing to the continuity of the chord, these changes in the angles ζ cannot take place without bending the chord. In other words, the forces P at the ends of each bottom chord section are no longer acting axially, but produce bending strains. (See fig. 2.)

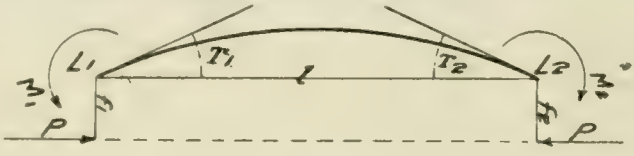


Fig. 2.

These bending strains can be obtained from the bending moments at the ends of the member $M_1 = Pf_1$ and $M_2 = Pf_2$. Between the end moments M_1 and M_2 and the angles T_1 and T_2 which the end tangents form with the original axis, l, the following relations exist:

$$\left.\begin{aligned} T_1 &= \frac{(2M_1 + M_2)l}{6\,I\,E} \\ T_2 &= \frac{(2M_2 + M_1)l}{6\,I\,E} \end{aligned}\right\} \quad \ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots \quad (3)$$

These formulae are obtained by integration of the differential equation of the elastic line.

$$\frac{d^2y}{dx^2} = \pm \frac{M}{IE}$$

Two adjacent lower chord members $L_1 - L_2$ and $L_2 - L_3$ (fig. 3) will now be considered. In order to have equilibrium, the two moments $M_2^{\,L}$ and $M_2^{\,R}$ at the panel point L_2 must be equal $= M_2$. The sum of the angles $T_2^{\,L}$ and $T_2^{\,R}$ must be equal to the deformation $\triangle\,\zeta_2$ of the angle ζ_2.

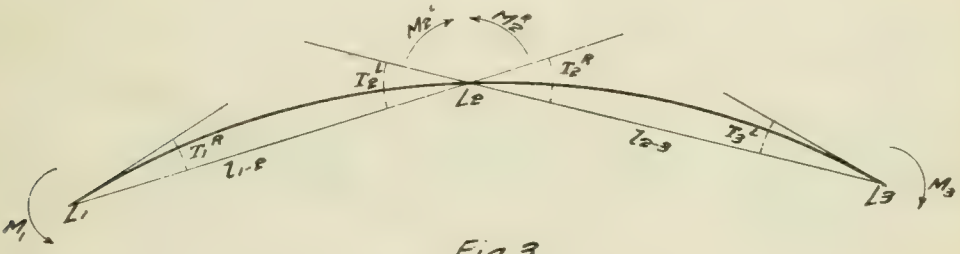


Fig. 3

$$T_2^{\,L} + T_2^{\,R} = \triangle\,\zeta_2 \quad \ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots \quad (4)$$

By substituting for $T_2^{\,L}$ and $T_2^{\,R}$ the values (3) it follows:—

$$\frac{(2M_2 + M_1)l_{1\text{-}2}}{6\;I_{1\text{-}2}\;E} + \frac{(2M_2 + M_3)l_{2\text{-}3}}{6\;I_{2\text{-}3}\;E} = \triangle\,\zeta_2$$

$$\text{or, } M_1\frac{l_{1\text{-}2}}{I_{1\text{-}2}} + 2M_2\left(\frac{l_{1\text{-}2}}{I_{1\text{-}2}} + \frac{l_{2\text{-}3}}{I_{2\text{-}3}}\right) + M_3\frac{l_{2\text{-}3}}{I_{2\text{-}3}} = 6\;E\,\triangle\,\zeta_2 \quad \ldots\ldots \quad (5)$$

Each panel point of the lower chord furnishes one equation of this kind; as many equations as there are unknown bending moments are obtained, and these moments can thus be determined. From the moments M the secondary strains in the member are found by the usual formula

$$S = \frac{Me}{I} \quad \ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots\ldots \quad (6)$$

wherein e = distance of extreme fibre from the neutral axis.

On account of the continuity of the lower chord, its own weight produces bending moments at the panel points, which cause bending strains in addition to the other secondary strains. If the lower chord section $L_1 - L_2$ were free to turn, it would, under

its own weight $W_{1\text{-}2}$, deflect like a uniformly loaded beam on two supports; the bending moment at the centre would be

$$M = \frac{W_{1\text{-}2}\, d_{1\text{-}2}}{8} \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad (7)$$

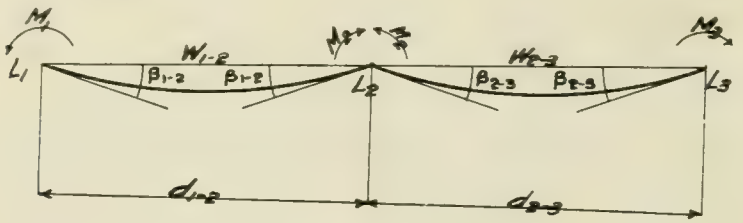


Fig. 4.

and the angles $\beta_{1\text{-}2}$ which the end tangents of the elastic line form with the original axis

$$\beta_{1\text{-}2} = \frac{W_{1\text{-}2}\, d_{1\text{-}2}^{2}}{24\, E\, I} \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad (8)$$

The angle between two adjacent lower chord sections $L_1 - L_2$ and $L_2 - L_3$ would increase by the amount

$$\triangle \zeta_2 = \beta_{1\text{-}2} + \beta_{2\text{-}3} \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad . \quad (9)$$

Owing the the continuity of the chord, this increase cannot take place; therefore, bending moments will occur at each panel point. These bending moments have to correspond to equations (5) in which the values (9) have to be substituted for $\triangle \zeta$.

For the computation of the secondary strains the following cases of loading have been considered:—

1. Full dead load.
2. A load of 3,000 lbs. per lin. ft. on one truss of the cantilever arm and suspended span.
3. A load of 3,000 lbs. per lin. ft. on one truss of the anchor arm.
4. Own weight of lower chord.

The corresponding strains are given in the attached table, together with the greatest combined strains.

Under the following conditions, the secondary strains in the lower chord from dead load could practically be eliminated in the finished structure:—

1. If during erection the ends of the lower chord members were able to turn freely about the joints.
2. If after the full dead load is on the bridge, the joints would come to uniform bearing.

Both these conditions can only be partly fulfilled. Even if the lower chords were pin-connected, and the splices were not riveted up until completion of erection, friction would partly prevent turning; and it is almost an impossibility for the shop to work so accurately as to fulfil the second condition, especially for a polygonal chord like that of the Quebec bridge.

If, for instance, a butt-joint has an even bearing at the beginning of the erection, the strains would be uniformly distributed over the entire section at that time, but as soon as deformation commences, the strains will be transmitted eccentrically, causing secondary strains which may be as high as if there were no joint at all.

As it is impossible to determine the exact condition under which the joints of the lower chords come to an even bearing, it is equally impossible to ascertain what percentage of the computed secondary strains would come on any one of the chord members.

As the maximum bending moments occur at the panel points, the additional section provided for buckling may help to resist the secondary strains at the panel points where no buckling will take place.

No matter for what condition of loading the length of the members of the trusses may be adjusted to give the joints of the lower chord an even bearing, secondary strains will occur, and it is reasonable to assume that at least those produced by the live load will occur in any case. These range from 3 to 20 per cent of the total direct strains.

The total secondary strains may, therefore, range from the values S_c in the table to the values $S_c + S_d + S_w$, since S_a (from live load of anchor arm) is always of opposite sign to S_d.

The greatest secondary strain occurs in member $L_8 - L_7$ of the anchor arm, where it is between 4,600 and 22,400 lbs. per square inch.

The secondary strains in the lower chord are from 18 to 95 per cent of the corresponding direct strains; this percentage is smallest at the ends of cantilever and anchor arms, and increases towards the pier.

In figuring the secondary strains, the pins have been assumed frictionless. A calculation has shown that the strains caused in the lower chord by friction of the pins are negligible; being less than 1 per cent of the secondary strains where the latter reach the maximum.

The effect of friction of the pins is considerably greater on the eyebars of the upper chord. Approximate computations show that the secondary strains in the eyebars for assumed rigid end connections, would be from 30 to 40 per cent of the direct strains. Since for a coefficient of friction of 0·15, the strains caused by this assumed friction amount to about the same as for rigid end connections, it follows that the ends are prevented from turning under any load and the secondary strains can, therefore, amount to the above given percentages of the direct strain.

It is probable, however, that during erection as well as afterwards, through vibrations from moving loads, the eyebars gradually turn on the pins, thus eliminating partly the secondary strains from the dead load.

The most favourable condition which could be assumed is, that the secondary strains are produced by the live load only. The live load strains in the upper chord bars are from 25 to 30 per cent of the total strains; hence, if the secondary strains are 40 per cent of the primary strains produced by the live load, they will amount to at least from 10 to 12 per cent of the total direct strains.

Secondary Strains on Lower Chord Members of Quebec Bridge.

Notation -

S_d = Unit Strain on extreme fibre from Dead Load.
S_c = " " " " " " a Live Load of 3000 lbs. per lin ft per truss on Cantilever Arm and Suspended Span.
S_a = " Anchor Arm
S_w = " " " " " own weight of member
+ denotes tension. The upper sign indicates the strain in the upper fibre.
− " compression. " lower " " " " " " lower "
All strains given in units of 1000 lbs.

Anchor Arm.

	L0-L1		L1-L2		L2-L3		L3-L4		L4-L5		L5-L6		L6-L7		L7-L8		L8-L9		L9-L10	
	at L0	at L1	at L1	at L2	at L2	at L3	at L3	at L4	at L4	at L5	at L5	at L6	at L6	at L7	at L7	at L8	at L8	at L9	at L9	at L10
S_d	0	± 2.4	± 2.4	∓ 3.5	∓ 2.5	± 4.7	± 4.7	∓ 9.1	∓ 7.2	± 12.2	± 12.1	∓ 13.5	∓ 13.8	± 16.6	± 16.0	∓ 14.4	∓ 14.1	± 13.6	± 12.8	∓ 7.9
S_c	0	± 2.3	± 2.9	∓ 2.6	∓ 1.6	± 2.9	± 2.9	∓ 3.6	∓ 2.6	± 4.5	± 4.3	∓ 3.1	∓ 3.0	± 4.6	± 4.4	∓ 4.0	∓ 4.0	± 4.6	± 4.3	∓ 4.1
S_a	0	∓ 1.7	∓ 1.7	± 1.9	± 1.4	∓ 1.8	∓ 1.8	± 1.2	± 1.0	∓ 0.9	∓ 0.9	∓ 0.4	∓ 0.4	∓ 0.2	∓ 0.2	± 0.2	± 0.2	∓ 0.5	∓ 0.5	± 1.1
S_w	0	± 1.1	± 1.1	± 1.1	± 0.8	± 1.2	± 1.2	± 1.3	± 1.0	± 1.2	± 1.2	± 1.2	± 1.2	± 1.2	± 1.2	± 1.2	± 1.2	± 1.2	± 1.1	± 1.4
$S_d \pm S_c \pm S_w$	0	± 5.8	± 5.8	∓ 5.0	∓ 3.6	± 8.8	± 8.8	∓ 11.4	∓ 9.0	± 17.7	± 17.6	∓ 15.4	∓ 15.0	± 22.4	± 21.6	∓ 17.2	∓ 16.9	± 19.4	± 18.2	∓ 10.6

Cantilever Arm.

	L10-L9		L9-L8		L8-L7		L7-L6		L6-L5		L5-L4		L4-L3		L3-L2		L2-L1		L1-L0	
	at L10	at L9	at L9	at L8	at L8	at L7	at L7	at L6	at L6	at L5	at L5	at L4	at L4	at L3	at L3	at L2	at L2	at L1	at L1	at L0
S_d	∓ 7.9	± 9.4	± 10.2	∓ 10.0	∓ 10.0	± 10.6	± 11.1	∓ 9.5	∓ 9.6	± 9.0	± 9.2	∓ 5.8	∓ 6.6	± 3.9	± 3.9	∓ 2.5	∓ 2.9	± 1.9	± 1.9	0
S_c	∓ 4.1	± 3.1	± 3.4	∓ 2.6	∓ 2.6	± 3.0	± 3.2	∓ 2.5	∓ 2.5	± 2.6	± 2.6	∓ 1.5	∓ 1.7	± 1.0	± 1.0	∓ 0.6	∓ 0.7	± 0.6	± 0.6	0
S_a	± 1.1	∓ 0.3	∓ 0.3	± 0.1	± 0.1	∓ 0.0	0	0	0											
S_w	± 1.4	± 1.5	± 1.6	± 1.5	± 1.5	± 1.5	± 1.6	± 1.5	± 1.5	± 1.5	± 1.6	± 1.3	± 1.5	± 1.5	± 1.5	± 1.8	± 1.4	± 1.5	± 1.5	0
$S_d \pm S_c \pm S_w$	∓ 10.6	± 14.0	± 15.2	∓ 11.1	∓ 11.1	± 15.1	± 15.9	∓ 10.6	∓ 10.6	± 13.1	± 13.4	∓ 6.0	∓ 6.8	± 6.4	± 6.4	∓ 1.9	∓ 2.8	± 4.0	± 4.0	0

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